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**Folder ID:** 1205042

**Series:** Partnerships and program collaboration

**Dates:** 05/26/1982 – 05/19/1986

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THE WORLD BANK

Washington, D.C.

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RAF/82/004

Project Document  
Quarterly Reports  
Tripartite Reviews

1985-1987

The World Bank Group  
**Archives**



1205042

R1993-033 Other # 8 Box # 40273B  
Regional Africa - RAF/82/004 - Preparation of Water Supply and Sanitation  
Investment Projects - Water Development Sector - Project Document,

282-4-5

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**DATE:** October 23, 1987  
**TO:** Files  
**FROM:** Bruce Gross *BC*  
**EXT:** 61782  
**SUBJECT:** RAF/86/038: Africa SDTs

*RAF |*  
*Prodoc*  
*file*

1. On October 23 I finally reached Herbert M'cleod to talk about RBA's plans for processing the Africa SDT document. He apologized for not having called us earlier to talk about the RAB PAC review of the project.

2. The PAC, it seems, had a number of questions about the project, chief among them:

- (a) What do the SDTs actually do at the country level, i.e., with whom do they work, how to they work, what kinds of activities, etc. (Work programs, which we had always intended to annex but did not, would answer a large part of this question.)
- (b) Evidence of government commitment and interest, how many requests for SDT assistance have been received and were they real or generated.
- (c) Plans for sustainability of the SDTs in the long run.
- (d) Greater indication of willingness to use in-country institutions instead of so much external support.
- (e) How the advisory committee to the Program will work, who will chair it, etc. (He will talk to F. Hartvelt about this.)

3. The PAC approved the project, as we had been told, notwithstanding Herb's inability to satisfy them on the above questions. He would like our help with answers to these questions (a few pages, he thought, should suffice).

4. With respect to the Action Committee, he seemed unsure what their plans are for moving this project forward: whether by itself, or with the others. Again, he said he would talk with Frank. In the interim, given our telex and our concern about money, they are sending us a telex indicating their willingness to provide advance authorization for the full project through the end of the year. As I understand it, we then need to request the advance and tell them how much money, what budget lines, etc. It may also be possible to incorporate the French funds once we have the advance authorization.

cc: Messrs. Carnemark, Arlosoroff, Rietvelt, Boydell; Mrs. del Castillo

UNITED NATIONS  
DEVELOPMENT PROGRAMME



PROGRAMME DES NATIONS UNIES  
POUR LE DEVELOPPEMENT

ONE UNITED NATIONS PLAZA  
NEW YORK, N.Y. 10017

TELEPHONE: 900-5000

CABLE ADDRESS: UNDEVPRO & NEW YORK

REFERENCE:

19 May 1986

Dear Mr. Cohen:

Subject: RAF/82/004 --Preparation of Water Supply and  
Sanitation Investment Projects - Revision "D"

....

Attached please find for your records one fully-signed copy  
of the above-referenced project revision.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Otto B. Essien".

Otto B. Essien  
Chief

Division for the Regional Programme  
Regional Bureau for Africa

Mr. Michael A. Cohen  
Adviser, Operations Policy &  
Research Staff  
Water Supply and Urban Development Dept.  
The World Bank  
1818 H Street, N.W.  
Washington, D.C. 20433



UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT REVISION

Country: Regional Africa


Project Title: Preparation of Water Supply and Sanitation  
Investment Projects

Project Number: RAF/82/004/D/01/42

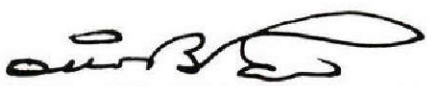
The purpose of this project revision is to:

- (1) outline the transition from Phase I of the project to Phase II of the project;
- (2) extend the project into 1987;
- (3) reflect actual expenditures for 1985; and
- (4) incorporate an increased contribution of \$500,000 from UNDP.

Previous Input (Revision "C")	\$1,596,404
Revised Input (Revision "D")	\$2,096,404
Total Increase in Input	\$ 500,000

  
\_\_\_\_\_  
Agreed on behalf of the Executing Agency

April 14, 1986  
Date

  
\_\_\_\_\_  
Agreed on behalf of the UNDP

21.5.86  
Date

**UNDP PROJECT RAF/82/004**  
**Transition to Phase II: Sector Development Teams**

During 1986, UNDP Project RAF/82/004 will move from Phase I--Project Preparation Units--to Phase II--Sector Development Teams. This annex proposes objectives and outputs for Phase II, summarizes the reasons for Phase II, outlines the organization of the project during the transition and initial stages of Phase II, and contains a budget bridging the transitional phase. A full substantive project revision will be completed in 1987, when the Phase II project has been operational for some time.

**I.        Development Objective**

The long-term development objective is to assist participating governments to provide and maintain water supply and sanitation services for their people through the remainder of the International Drinking Water Supply and Sanitation Decade.

**II.       Immediate Objectives**

The immediate objectives of the project are:

- (a) to assist participating governments to develop sound sector policies, institutional frameworks and priority investment programs;
- (b) to assist governments to identify and prepare (to the point of appraisal) priority investment projects, including projects for new works and the rehabilitation of existing ones;
- (c) to collaborate with multilateral and bilateral agencies interested in supporting the sector to develop and implement programs and projects consistent with sound practice and government priorities;
- (d) to identify, prepare and, in some instances, manage technical cooperation projects needed to strengthen sector institutions, improve sector management and operation, and meet critical manpower needs; and
- (e) to facilitate formal and informal training of sector staff by identifying training needs and opportunities.

**III.      Background and Justification**

Developing country governments face a variety of problems that hinder the provision of clean water and adequate sanitation to their populations. The nature and severity of these problems varies from country to country, across a broad spectrum of sector activities. Some governments have well developed sector strategies and plans, some do not; some have the capabilities to prepare projects for appraisal by donors, others do not. Efforts to help governments must be targeted at the particular set of conditions found to be



most significant in slowing the rate of sector development. They must aim to provide services that are acceptable to target populations, at affordable levels.

In order to respond to the wide array of needs and conditions found in countries in Sub-Saharan Africa, UNDP and the World Bank have decided to transform the Project Preparation Units established in Nairobi and Abidjan in 1982, with initial funding from FINNIDA under RAF/82/004, into Sector Development Teams (SDTs). The concept of the SDTs arose from the PPUs. In 1985 UNDP's Regional Bureau for Africa conducted a formal evaluation of the PPUs. In East Africa the evaluation team found an example of field-level collaboration--bringing different parts of the program and several donors together--that illustrated how the technical assistance resources in the region might be organized more effectively. As a result, the evaluation team urged UNDP and the Bank to broaden the concept of the PPUs from project generation, preparation, and support to include a wide range of activities intended to assist governments develop the sector, and so to speed the extension of services. It also recommended that the PPUs be increased in size, and that they include the full range of disciplines necessary to carry out the broad "sector development" mandate.

#### IV. Organization of the Project

The SDTs will have offices attached to World Bank Resident Missions in Abidjan and Nairobi. Each core SDT team will include a manager, a sanitary engineer, and an economist or financial analyst, depending on the initial work program. Other disciplines, such as institutional specialists and community development specialists, will be added as needed if funding permits. UNDP's core funding of four expert positions and consultants will initially be augmented by support from four bilaterals:

- (a) the French government will provide three positions, two in the Abidjan SDT, and one in the Nairobi SDT; one of these positions will be through cost sharing with RAF/82/004;
- (b) the governments of Switzerland (through cost sharing with UNDP Project INT/81/047, which will second the position to the SDT) and the Federal Republic of Germany will each provide one position in the Abidjan SDT; and
- (c) the government of Denmark will provide one position in the Nairobi SDT.

In each case, the bilateral agency will be asked to provide funds not only for the direct costs of the expert, but also for related support costs (travel, office space, secretarial, etc.). Other bilateral donors, including ODA, SIDA, and FINNIDA, are expected to confirm their funding of additional positions in the SDTs during the 1986 transition period.

The SDTs are part of a larger program in low-cost water supply and sanitation executed by the World Bank and funded by UNDP and ten bilaterals. A longer-range objective of this Bank-UNDP Water Decade program is to

consolidate most of the field-level activities under a single operational umbrella, in order to improve coordination among the various programs, to focus the program progressively more on implementation, and to make the expertise of the Bank-UNDP program more readily available to support field operations. Thus, as the SDTs become operational, they will gradually assume more responsibility for other Bank-UNDP Water Decade activities within the region, specifically:

- expertise in low-cost sanitation, from the TAG (Technology Advisory Group, responsible for low-cost sanitation programs) field staff who will be managed through the SDT; and
- expertise in groundwater supplies, from the Handpumps Project's Regional Project Officers located in Nairobi and Abidjan (up to 40% of their time will be devoted to assist the SDTs).

The SDTs will also be able to call upon specialized expertise in manpower development and training from the International Training Network for Water and Waste Management and the training centers in the region; and in solid waste management, from the Bank-UNDP resource recovery project.

Each SDT will be accountable (as the PPUs now are) to the Bank's Division Chief responsible for the Bank's water supply and sanitation lending program in the region. The SDTs will handle field-level donor liaison and many of the administrative tasks now performed from headquarters. Technical backstopping, general donor liaison and coordination and administrative support will continue through the Operations Policy and Research Staff of the Water Supply and Urban Development Department, which is responsible for the Bank-UNDP Water Decade program.

#### V. Outputs

The outputs of the project, like the objectives, will differ from country to country. In general, they are expected to include:

- (a) Improved sector policies and sector management and strengthened institutional capacity. The SDTs will assist participating governments to review their sector policies and institutional arrangements, in order to improve such things as resource mobilization and allocation, sector and project planning, operation and maintenance, and technology choice.
- (b) Improved investment projects, and donor commitments of funding for investment projects. The SDTs will prepare project briefs for new or rehabilitated installations to the point that a donor can decide whether or not to fund the project. They will also assist donors to prepare and appraise projects, as time permits, on a reimbursable basis.



- (c) Technical cooperation projects and commitments of funding for them. The SDTs will assist in identifying, preparing, and seeking funding for technical assistance activities designed to address specific constraints impeding sector development. They may also manage projects executed by the Bank.
- (d) Human resource development. The SDTs will identify manpower development and training needs, and arrange formal, informal, and on-the-job training to improve the capability of sector staff.

VI. BUDGET

The attached budget provides for the transition from PPUs to SDTs. It anticipates a phasing in of staff during 1986, with that the expectation that both SDTs will be fully staffed by late summer or early autumn.

## PROJECT BUDGET COVERING UNDP CONTRIBUTION

DATE : MARCH 12, 1986

PROJECT NUMBER: RAP/82/004/D/01/42

PROJECT TITLE : PREPARATION OF WATER AND SANITATION PROJECTS.

		TOTAL		1982		1983		1984		1985		1986		1987	
		m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$
10	PERSONNEL														
11	EXPERTS														
.01	ENGINEER (E)	56.0	347,739	8.0	13,386	12.0	21,982	12.0	79,638	12.0	112,733	10.0	100,000	2.0	20,000
.02	FINANCIAL ANALYST (W)	57.0	443,936	6.0	10,039	12.0	36,783	12.0	138,563	12.0	108,551	13.0	130,000	2.0	20,000
.03	FINANCIAL ANALYST (E)	33.3	269,083			9.8	89,336	12.0	83,464	5.5	36,283	4.0	40,000	2.0	20,000
.04	ENGINEER (W)	36.6	320,079			5.6	66,674	12.0	92,803	12.0	90,602	6.0	60,000	1.0	10,000
.05	EXPERT	0.0	1,490				1,490								
.06	SANITARY ENGINEER (FRENCH)	0.0	0												
.10	INVESTMENT SUPPORT (WUD)	0.0	20,000			10,000		10,000							
.61	CONSULTANTS (E)	3.6	77,524					1,000	3.6	41,024		35,500			
.62	CONSULTANTS (W)	0.5	44,150					4,650	0.5	4,000		35,500			
.99	SUBTOTAL	187.0	1,524,001	14.0	23,425	39.4	226,265	48.0	410,118	45.6	393,193	33.0	401,000	7.0	70,000
13.01	SUPPORT STAFF (E)		52,629				9,634		10,726		12,270		20,000		
13.02	SUPPORT STAFF (W)		71,895		4,267		9,634		10,726		12,269		35,000		
13.99	ADMINISTRATIVE SUPPORT		124,524		4,267		19,267		21,451		24,539		55,000		0
15.01	EXPERTS TRAVEL (E)		134,650		8,100		21,017		40,743		34,790		30,000		
15.02	EXPERTS TRAVEL (W)		143,983		7,433		21,017		40,743		34,790		40,000		
15.99	TRAVEL		278,632		15,533		42,033		81,486		69,580		70,000		0
16.	MISSION COSTS		25,613						1,170		16,943		7,500		
18	OVER/UNDER ACCRUAL		(63,315)					(33,537)		(29,778)					
19	COMPONENT TOTAL	187.0	1,889,495	14.0	43,225	39.4	287,565	48.0	480,688	45.6	474,477	33.0	533,500	7.0	70,000
30	TRAINING														
31	PREPARATION TRAINING MATERIALS (HQT)		57,733		50,000		5,733				1,000		1,000		
38	OVER/UNDER ACCRUAL		(24,294)					(25,294)		1,000					
39	COMPONENT TOTAL		33,439		50,000		5,733	(25,294)		2,000		1,000			0
	EQUIPMENT														
41.01	EXPENDABLE (E)		14,238				4,250		2,988		2,000		5,000		
41.02	EXPENDABLE (W)		14,238				4,250		2,988		2,000		5,000		
41.99	EXPENDABLE EQUIPMENT		28,476		0		8,500		5,976		4,000		10,000		0
42.01	NON-EXPENDABLE (E)		7,306				2,005		2,911		391		2,000		
42.02	NON-EXPENDABLE (W)		11,307				2,005		2,911		392		6,000		
42.99	NON-EXPENDABLE EQUIPMENT		18,613		0		4,009		5,821		783		8,000		0
43.01	PREMISES (E)		30,836				7,500		7,133		5,203		11,000		
43.02	PREMISES (W)		30,836				7,500		7,133		5,203		11,000		
43.99	PREMISES		61,672		0		15,000		14,266		10,406		22,000		0
48	OVER/UNDER ACCRUAL		(6,214)						2,185		(8,399)				
49	COMPONENT TOTAL		102,547		0		27,509		28,248		6,790		40,000		0
50	MISCELLANEOUS														
51	OPERATIONS & MAINTENANCE OF EQUIPMENT		4,753				219		965		1,069		2,500		
52	REPORTS		200				200								
53.01	SUNDRY (E)		35,327				2,167		11,268		7,842		14,051		
53.02	SUNDRY (W)		35,327				2,167		11,268		7,843		14,050		
53.99	SUNDRY		70,654		0		4,333		22,535		15,685		28,101		0
58	OVER/UNDER ACCRUAL		(4,644)						5,078		(9,722)				
59	COMPONENT TOTAL		70,963		0		4,752		28,578		7,032		30,601		0
	TOTAL	187.0	2,096,403	14.0	93,225	39.4	325,559	48.0	512,220	45.6	490,299	33.0	605,101	7.0	70,000
1	UNDP CONTRIBUTION I		1,596,404		93,225		325,559		512,220		490,299		105,101		70,000
1.2	UNDP CONTRIBUTION II		500,000										500,000		

June 11, 1985

Mrs. Anne Vaughn, EAPIT

Bruce Gross, Technical Assistance Officer, WUDSR

61472

Revision "C": UNDP Project RAF/82/004

Attached is the original of fully-signed Revision "C" to UNDP Project RAF/82/004, signed on behalf of the Bank by Mr. Anthony A. Churchill, Director, WUD; and on behalf of the UNDP by Mr. Oto Denes, Deputy Assistant Administrator, Regional Bureau for Africa. Would you please officially distribute it within the Bank.

cc: Mr. Middleton, WUDWS

BGross:pd



UNITED NATIONS  
DEVELOPMENT PROGRAMME



PROGRAMME DES NATIONS UNIES  
POUR LE DEVELOPPEMENT

ONE UNITED NATIONS PLAZA  
NEW YORK, N.Y. 10017

TELEPHONE: 806-8000

CABLE ADDRESS: UNDEVPRO • NEW YORK

REFERENCE:

17 May, 1985

Dear Mr. Cohen,

Subject: RAF/82/004 - Preparation of Water Supply and  
Sanitation Investment Projects -  
Revision "C"

---

Please refer to your letter of 7 May on the above-referenced subject.

..... Kindly find attached one fully signed copy of project revision "C"  
for RAF/82/004.

Sincerely yours,

A handwritten signature in dark ink, appearing to read 'Joachim von Braunmuhl'.

Joachim von Braunmuhl  
Officer-in-Charge  
Division for the Regional Programme  
Regional Bureau for Africa

Mr. Michael A. Cohen  
Chief, Operations Support and Research Division  
Water Supply and Urban Development Department  
The World Bank  
1818 H Street, N. W.  
Washington, D. C. 20433

UNITED NATIONS DEVELOPMENT PROGRAMME

BUDGET REVISION

Country: Regional

Project Title: Preparation of Water and Sanitation Investment Project.

Project Number: RAF/82/004/C/01/42

The purpose of this budget revision is to:

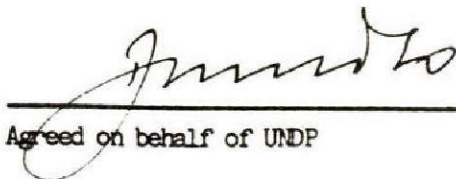
- 1/ incorporate an increased UNDP contribution of \$596,404.
- 2/ reflect expenditures for CY1983 and CY1984 .
- 3/ rephase the budget into CY1985.

Previous Input (Budget Revision "B")	\$1,000,000
Revised Input (Budget Revision "C")	\$1,596,404
Total Increase in Input	<u>\$596,404</u>



Agreed on behalf of the Executing Agency  
Anthony A. Churchill, Director  
Water Supply and Urban Development Department  
The World Bank

May 7, 1985  
Date



Agreed on behalf of UNDP

20.05.85  
Date

DATE : APRIL 30, 1985  
PROJECT NUMBER: RAP/82/004/C/01/42  
PROJECT TITLE : PREPARATION OF WATER AND SANITATION PROJECTS.

	TOTAL		1982		1983		1984		1985	
	m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$
10 PERSONNEL										
11 EXPERTS										
.01 ENGINEER (E)	44	280,006	8	13,386	12.0	21,982	12	79,638	12	165,000
.02 FINANCIAL ANALYST (W)	42	324,385	6	10,039	12.0	36,783	12	138,563	12	139,000
.03 FINANCIAL ANALYST (E)	29	221,800			9.8	89,336	12	83,464	7	49,000
.04 ENGINEER (W)	30	252,377			5.6	66,674	12	92,803	12	92,900
.05 EXPERT	0	1,490				1490				
.10 INVESTMENT SUPPORT (WUD)	0	20,000				10,000		10,000		
.51 CONSULTANTS (E)	0	18,500						1,000		17,500
.52 CONSULTANTS (W)	0	12,150						4,650		7,500
.99 SUBTOTAL	144	1,130,708	14	23,425	39.4	226,265	48	410,118	43	470,900
13.01 SUPPORT STAFF (E)	36	34,359				9,634		10,726	36	14,000
13.02 SUPPORT STAFF (W)	36	34,626		4,267		9,634		10,726	36	10,000
13.99 ADMINISTRATIVE SUPPORT	72	68,985	0	4,267	0.0	19,267	0	21,451	72	24,000
15.01 EXPERTS TRAVEL (E)		109,860		8,100		21,017		40,743		40,000
15.02 EXPERTS TRAVEL (W)		109,193		7,433		21,017		40,743		40,000
15.99 TRAVEL		219,052	0	15,533	0.0	42,033	0	81,486	0	80,000
16. MISSION COSTS		51,170						1,170		50,000
18 OVER/UNDER ACCRUAL		(33,537)						(33,537)		
19 COMPONENT TOTAL	216	1,436,378	14	43,225	39.4	287,565	48	480,688	115	624,900
30 TRAINING										
31 PREPARATION TRAINING MATERIALS (HQT)		55,733		50,000		5,733				
38 OVER/UNDER ACCRUAL		(25,294)						(25,294)		
39 COMPONENT TOTAL		30,439		50,000		5,733		(25,294)		0
40 EQUIPMENT										
41.01 EXPENDABLE (E)		9,738				4,250		2,988		2,500
41.02 EXPENDABLE (W)		9,738				4,250		2,988		2,500
41.99 EXPENDABLE EQUIPMENT		19,476		0		8,500		5,976		5,000
42.01 NON-EXPENDABLE (E)		7,415				2,005		2,911		2,500
42.02 NON-EXPENDABLE (W)		7,415				2,005		2,911		2,500
42.99 NON-EXPENDABLE EQUIPMENT		14,830		0		4,009		5,821		5,000
43.01 PREMISES (E)		20,133				7,500		7,133		5,500
43.02 PREMISES (W)		19,633				7,500		7,133		5,000
43.99 PREMISES		39,766		0		15,000		14,266		10,500
48 OVER/UNDER ACCRUAL		2,185						2,185		
49 COMPONENT TOTAL		76,257		0		27,509		28,248		20,500
50 MISCELLANEOUS										
51 OPERATIONS & MAINTENANCE OF EQUIPMENT		1,184				219		965		
52 REPORTS		200				200				
53.01 SUNDRY (E)		23,434				2,167		11,268		10,000
53.02 SUNDRY (W)		23,434				2,167		11,268		10,000
53.99 SUNDRY		46,868		0		4,333		22,535		20,000
58 OVER/UNDER ACCRUAL		5,078						5,078		
59 COMPONENT TOTAL		53,330		0		4,752		28,578		20,000
TOTAL	216	1,596,404	14	93,225	39	325,559	48	512,220	115	665,400
101 UNDP CONTRIBUTION		1,596,404		93,225		325,559		512,220		665,400



UNITED NATIONS DEVELOPMENT PROGRAMME

BUDGET REVISION

Country: Regional Africa  
Project Title: Preparation of Water and Sanitation Investment  
Projects  
Project Number: RAF/82/004/B/01/42

The attached budget reflects actual expenditures in  
1982 and rephases the budget for future years.

*Christopher R. Willoughby*

Agreed on behalf of the Executing Agency  
Christopher R. Willoughby, Director  
Transportation and Water Department  
The World Bank

*April 1 1983*

Date

*[Signature]*

Agreed on behalf of the United Nations  
Development Programme

*5/10/83*

Date

UNDP Project Budget  
(in U. S. Dollars)

Duration: 34 months  
May 1982-Feb. 1985

Country: Regional Africa  
Project No. KAF/82/004/B/01/42  
Title: Preparation of Water and Sanitation Projects

	Total		1982		1983		1984		1985	
	m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$
<b>10 Personnel</b>										
11.01 Engineer (E)	34	154,386	8	13,386 <sup>1/</sup>	12	24,000 <sup>1/</sup>	12	96,000	2	21,000
11.02 Fin. Analyst (W)	30	182,039	6	10,039 <sup>1/</sup>	12	76,000 <sup>1/</sup>	12	96,000		
11.03 Fin. Analyst (E)	22	166,000			10	70,000	12	96,000		
11.04 Engineer (W)	19	152,500			6	50,000	12	96,000	1	6,500
11.10 Inv. Supp. (TWD)		25,775				10,000		14,000		1,775
11.51 Consultants (E)	5	30,000			2	10,000	3	20,000		
11.52 Consultants (W)	5	30,000			2	10,000	3	20,000		
11.99 Personnel Sub-Total	115	740,700	14	23,425	44	260,000	54	437,000	3	29,225
13.01 Support staff (E)		26,000				12,000		14,000		
13.02 Support staff (W)		30,267		4,267		12,000		14,000		
15.01 Travel (E)		48,600		8,100		16,000		20,000		4,500
15.02 Travel (W)		43,433		7,433		16,000		20,000		
19 Subtotal:		889,000		43,225		316,000		506,000		33,775
<b>30. Training</b>										
31. Preparation Trng. Materials (HQ)		50,000		50,000						
3. Sub-Total		50,000		50,000						
<b>40. Equipment</b>										
41.01 Expendable (E)		3,500				1,500		2,000		
41.02 Expendable (W)		3,500				1,500		2,000		
42.01 Non-expendable (E)		4,000				2,000		2,000		
42.02 Non-expendable (W)		4,000				2,000		2,000		
43.01 Premises (E)		21,000				10,000		10,000		1,000
43.02 Premises (W)		21,000				10,000		10,000		1,000
49. Sub-Total		57,000				27,000		28,000		2,000
<b>50. Miscellaneous</b>										
51.01 Reports & Sundry		2,000				500		1,000		500
51.02 Reports & Sundry		2,000				500		1,000		500
59. Sub-Total		4,000				1,000		2,000		1,000
<b>99 Project Total:</b>		1,000,000		93,225		334,000		536,000		36,775

1/ Part of salary and benefits of Engineer in East Africa and Financial Analyst in West Africa paid by FINNIDA

MICHAEL A. COHEN



WATER AND URBAN DEVELOPMENT DEPARTMENT

---

Meier

~~Middleton~~ *OK 1/17*

Arlosoroff

Gross *2*

del Castillo *3*

906-5900



UNITED NATIONS  
DEVELOPMENT PROGRAMME



PROGRAMME DES NATIONS UNIES  
POUR LE DEVELOPPEMENT

RAF/82/004

4 October 1983

Dear Mr. Churchill,

*budget*  
Subject: RAF/82/004 - Preparation of Water and  
Sanitation Investment Projects - Rev. "B"

Attached kindly find for your records two duly-signed copies  
of the above-referenced revision.

Yours sincerely,

Pierre-Claver Damiba  
Assistant Administrator and Regional Director  
Regional Bureau for Africa

Mr. Anthony Churchill  
Director  
Water Supply and Urban Development  
The World Bank  
1818 H Street, N.W.  
Washington, DC 20433

cc: Mr. Charles L. Perry  
Mr. M. Cohen ✓

UNITED NATIONS DEVELOPMENT PROGRAMME

BUDGET REVISION

Country: Regional Africa

Project Title: Preparation of Water and Sanitation Investment  
Projects

Project Number: RAF/82/004/B/01/42

The attached budget reflects actual expenditures in  
1982 and rephases the budget for future years.



Agreed on behalf of the Executing Agency  
Christopher R. Willoughby, Director  
Transportation and Water Department  
The World Bank



Date



Agreed on behalf of the United Nations  
Development Programme



Date

UNDP Project Budget  
(in U. S. Dollars)

Duration: 34 months  
May 1982-Feb. 1985

Country: Regional Africa  
Project No. RAF/82/004/B/01/42  
Title: Preparation of Water and Sanitation Projects

	Total		1982		1983		1984		1985	
	m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$
<b>10 Personnel</b>										
11.01 Engineer (E)	34	154,386	8	13,386 <sup>1/</sup>	12	24,000 <sup>1/</sup>	12	96,000	2	21,000
11.02 Fin. Analyst (W)	30	182,039	6	10,039 <sup>1/</sup>	12	76,000 <sup>1/</sup>	12	96,000		
11.03 Fin. Analyst (E)	22	166,000			10	70,000	12	96,000		
11.04 Engineer (W)	19	152,500			6	50,000	12	96,000	1	6,500
11.10 Inv. Supp. (TWD)		25,775				10,000		14,000		1,775
11.51 Consultants (E)	5	30,000			2	10,000	3	20,000		
11.52 Consultants (W)	5	30,000			2	10,000	3	20,000		
11.99 Personnel Sub-Total	115	740,700	14	23,425	44	260,000	54	437,000	3	29,225
13.01 Support staff (E)		26,000				12,000		14,000		
13.02 Support staff (W)		30,267		4,267		12,000		14,000		
15.01 Travel (E)		48,600		8,100		16,000		20,000		4,500
15.02 Travel (W)		43,433		7,433		16,000		20,000		
19 Subtotal:		889,000		43,225		316,000		506,000		33,775
<b>30. Training</b>										
31. Preparation Trng. Materials (HQ)		50,000		50,000						
39. Sub-Total		50,000		50,000						
<b>40. Equipment</b>										
41.01 Expendable (E)		3,500				1,500		2,000		
41.02 Expendable (W)		3,500				1,500		2,000		
42.01 Non-expendable (E)		4,000				2,000		2,000		
42.02 Non-expendable (W)		4,000				2,000		2,000		
43.01 Premises (E)		21,000				10,000		10,000		1,000
43.02 Premises (W)		21,000				10,000		10,000		1,000
49. Sub-Total		57,000				27,000		28,000		2,000
<b>50. Miscellaneous</b>										
51.01 Reports & Sundry		2,000				500		1,000		500
51.02 Reports & Sundry		2,000				500		1,000		500
59. Sub-Total		4,000				1,000		2,000		1,000
<b>99 Project Total:</b>		1,000,000		93,225		334,000		536,000		36,775

<sup>1/</sup> Part of salary and benefits of Engineer in East Africa and Financial Analyst in West Africa paid by FINNIDA



OFFICE MEMORANDUM

TO: Mr. Colin Southall, LEG

DATE: November 15, 1982

FROM: Bruce Gross, Administrative Officer, TWDWW *BG*

SUBJECT: Approved Project Document for RAF/82/004: Preparation of Water and Sanitation Investment Projects

1. Attached for your records are an original and one copy of the fully signed document for the above-named project.
2. Because of their interest in this project, I am also sending a copy of this document to the persons listed below.

Attachments

cc with attachment: Messrs. Riley/Ms. Lassen (IRD)  
Sandberg/Ms. Vaughn (EANVP)  
Yucer (WAP)  
Buky (EAP)  
Skytta (EAP/TWD, Nairobi)  
Al-Khafaji (WAP)  
Owusu (WAP/TWD, Abidjan)  
Kozel/Ms. Romm (ASP/TWD, Colombo)  
Middleton (TWD)  
Arlosoroff (TWD)  
Loewen (TWD)  
Ms. Hwang (LOA)  
Ringle (PMD)  
Manly (COM)  
Saleh (EDC)  
del Castillo (TWD)

BGross:aq

UNITED NATIONS DEVELOPMENT PROGRAMME

Regional Africa

## Project Document

Title: Preparation of Water and Sanitation Investment Projects

Number: RAF/82/004/A/01/42

Duration: 33 Months  
October 1982-  
June 1985

Sector: Health (25)

Subsector: Promotion of Environmental Health (2520)

Government Cooperating Agencies: To be identified in participating countries

Executing Agency: World Bank

Estimated Starting Date: October 1982

Government Contribution: To be identified

UNDP Contribution:  
US\$1,000,000

Approved: Christopher Kloungberg  
On behalf of the World Bank

Date *Sept. 22 1982*

Approved: \_\_\_\_\_  
On behalf of the UNDP

Date: \_\_\_\_\_

PART I LEGAL CONTEXT

This agreement will become effective when signed by the World Bank and the United Nations Development Programme. Arrangements with participating countries will be spelled out in exchange of letters between each government and the Executing Agency.

PART II A. DEVELOPMENT OBJECTIVE

1. The long-term objective is to support the global effort of the 1980s to develop water supply and sanitation systems which will enable participating governments to provide safe water supplies and adequate sanitation facilities for most of their people by 1990.

B. IMMEDIATE OBJECTIVES

1. Together with WHO, UNICEF and other international and bilateral agencies, help governments of Africa identify investment projects for water supply and sanitation.
2. Assist in undertaking prefeasibility and feasibility studies in the water and sanitation sectors.
3. Train local staff in the preparation of investment projects.
4. Identify institutional, financial and manpower constraints to the implementation and operation of water supply and sanitation projects, and recommend organizational procedures and undertake training to remove constraints.
5. Identify sources of financing for carrying out of studies and the construction of projects.

C. SPECIAL CONSIDERATIONS

The project is timely, as demonstrated by the fact that it responds to the requests made by countries which participated in the UN Water Conference in Mar del Plata in April 1977. Those requests were formally expressed in the Community Water Supply Resolution (E/RES/2121 (LXIII)) which was subsequently endorsed by the UN General Assembly on November 10, 1980.

D. BACKGROUND AND JUSTIFICATION

1. The project aims to overcome the existing problems of inadequately prepared projects which prevent the extension of water supply and sanitation services to the poorest populations. The project will provide a technical team to



assist participating governments in preparation of investment projects in the sector so that they can be successfully implemented with or without the existence of external agencies.

2. The project teams will develop criteria for identification of projects, specify information to be gathered in prefeasibility and feasibility studies, and advise on the relative importance to be given to different aspects of the studies and on ways these studies can best be organized and presented to potential donors. If consultants need to be employed, the project team would assist in drafting terms of reference, advise on procedures in selecting consultants and evaluation of proposals, and help with supervision of consultants.

3. The project would field two small teams, one in East Africa and another in West Africa. Each project team (one engineer, one financial analyst) would conduct its work with the assistance of seconded national staff who would, through special workshops and on-the-job training and supervision, be prepared to perform project preparation roles in their home countries.

4. In developing criteria for selecting projects and standards of service, the maximum emphasis will be given to aspects which best reflect the beneficiaries' needs and ability and willingness to pay for operation of services. The feasibility studies will ensure that project designs will be responsive to community needs as perceived by the inhabitants. This will require participation by the population in:

- (i) establishment of service levels; and
- (ii) evaluation of alternatives on the basis of cost, convenience, health impacts, and operating and maintenance requirements.

5. In the selection of alternative technologies, the studies will consider the results of research projects undertaken in other parts of the world.

6. Successful water supply and sanitation projects usually have the following characteristics:

- (i) government commitment to the project (evidenced by clear targets and reliable allocation of adequate staff and funds);

- (ii) community participation in design, construction, and operation and maintenance; and
- (iii) An efficient, well-staffed and well-managed local operating agency that:
  - (a) develops a data base for planning, establishes appropriate service levels and design standards and evaluates its programs frequently;
  - (b) operates and maintains properly the facilities to provide reliable service; and
  - (c) maintains tariffs for services on levels assuring the agency's financial viability.

7. Just as important as government commitment, community participation and adequate institutional arrangements is the cost of the water supply and sanitation facilities. Ultimately, the provision of water supply and sanitation services to urban and rural poor at affordable prices requires technologies and designs which reduce investment costs substantially. Typically, full house connection service investment costs range from \$50 to \$150 per capita for water and \$150 to \$300 per capita for sewerage. These costs are clearly beyond the reach of lower income groups.

8. Reports from field studies on waste disposal indicate that there are many viable technological alternatives between the pit privy and the complete sewerage system. Environmental sanitation can be significantly improved by the installation and proper maintenance of systems costing three to ten times less on a per household basis than conventional sewerage. Just as important, these technologies permit upgrading of service levels as the consumers' ability to use and pay for them increases. Similarly, as is already generally known, water supply systems for standpipe service and covered wells with handpumps can break the transmission process of most water-related diseases at significant savings in distribution costs. The project team will therefore pay particular attention to developing appropriate low-cost sub-projects designed to benefit the poor in rural and urban fringe areas.

9. The project, which will help prepare and design projects which can be replicated widely, also responds to a Mar del Plata resolution asking for an increase in the funds made available to international lending agencies to enable them to increase their activities in the water sector. Only a "project pipeline" will permit rapid investment of such funds.



E. OUTPUTS

1. The outputs of the project are expected to be:
  - (i) project documentation providing sufficient technical, economic, financial, and institutional information to enable project appraisal by national and international lending/donor agencies;
  - (ii) project designs and cost estimates, construction documents and monitoring guidelines;
  - (iii) model sector policies, institutional arrangements and community participation for water supply and sanitation projects;
  - (iv) training of local consultants and sector agency staff in project selection and design; and
  - (v) identification of sources of finance to implement investment projects.

F. ACTIVITIES

1. The full-time engineer/financial adviser teams assisted by seconded national staff will have experience in water supply and sanitation project development. They will provide staff of operating entities and local consultants with advice and assistance on all aspects of design and implementation of projects. Local consultants engaged by governments will perform design work and work with local communities and implementing institutions in project preparation.
2. Meetings of the project teams, governments, and local consultants will be held to determine methodology, design, report format, and monitoring criteria. Detailed project designs, cost estimates and documentation for project implementation will be prepared. Meetings will be held with local institutions to determine operational arrangements, including service charges.
3. Detailed project implementation and monitoring proposals with cost estimates will be prepared for consideration by funding agencies.

G. INPUTS

- (a) By government: The project teams will conduct project activities through the ministries and water authorities responsible for water and sanitation services. These authorities will be requested to identify specific



counterparts whose role will be to work with the project teams to identify investment projects and to follow through in all phases of the project preparation cycle. In addition, the ministries and water authorities will be asked to nominate government personnel to participate in on-the-job and in formal training activities. In-kind and cash contributions by participating governments will be defined in an exchange of letters between the government and the executing agency.

(b) By UNDP:

For East Africa Office:

Personnel

Engineer, 24 months at \$7,000/month	US\$168,000
Financial Analyst, 24 months at \$7,000/mo.	168,000
Consultants (to be seconded by bilateral donors and IFIs)	
Support staff, 30 months at \$1,000/month	30,000
Travel, 24 regional trips	60,000

Subcontracts

Identify investment financing	US\$ 10,000
-------------------------------	-------------

Training

Fellowships (to be funded by country IPF)	
Training materials	25,000

Equipment

Expendable supplies	7,000
Non-expendable	11,000
Premises	19,000

Miscellaneous

Reports and sundry	<u>2,000</u>
--------------------	--------------

30 month total for East Africa Office	<u>US\$500,000</u>
---------------------------------------	--------------------

For West Africa Office:

Personnel

Engineer, 24 months at \$7,000/month	US\$168,000
Financial Analyst, 24 months at \$7,000/mo.	168,000
Consultants (to be seconded by bilateral donors and IFIs)	

Support staff, 30 months at \$1,000/month	30,000
Travel, 24 regional trips	60,000

Subcontracts

Identify investment financing	US\$ 10,000
-------------------------------	-------------

Training

Fellowships (to be funded by country IPF)	
Training materials	25,000

Equipment

Expendable supplies	7,000
Non-expendable	11,000
Premises	19,000

Miscellaneous

Reports and sundry	2,000
--------------------	-------

30 month total for West Africa Office	<u>US\$500,000</u>
---------------------------------------	--------------------

H. WORKPLAN

A workplan for each of the two offices will be prepared within three months of arrival in the field of the first advisers.

I. FRAMEWORK OF NATIONAL PARTICIPATION

While preparing the workplan, the teams will propose ways of fully integrating national staff into the project.

J. DEVELOPMENT SUPPORT COMMUNICATIONS

Major development support materials will be prepared to promote broad community participation in project design and operations. These materials (technical handbooks, brochures, manuals, films, etc.) will be widely distributed to both technical people and participating communities.

K. INSTITUTIONAL FRAMEWORK

1. Counterpart institutions will be identified in each of the participating countries.

2. The international team for East Africa will work out of offices in Nairobi and the West Africa team out of Abidjan.

They will coordinate activities with the various regional offices of other international organizations involved in support of the Water and Sanitation Decade.

L. PRIOR OBLIGATIONS AND PREREQUISITES

None.

M. FUTURE ASSISTANCE

Since the participating governments may wish to give strong support to water and sanitation projects throughout the Decade a request to UNDP for follow-up support can be anticipated beyond 1985.

SCHEDULES OF MONITORING, EVALUATION, AND REPORTS

A. Schedule of Reviews

The project will be subject to periodic reviews by UNDP and the World Bank in accordance with policies and procedures established by UNDP.

B. Evaluation

The project will be subject to evaluation in accordance with the policies established for this purpose by UNDP.

C. Progress Reports

Technical papers will be issued as appropriate. Semi-annual progress and financial (PDR) reports will be prepared.



Country: Regional Africa  
Project Number: RAF/82/004/A/01/42

Duration: 33 months  
October 1982-  
June 1985

Project Title: Preparation of Water and Sanitation Investment Projects

Date: September 24, 1982

		Total		1982		1983		1984		1985	
		m/m	\$	m/m	\$	m/m	\$	m/m	\$	m/m	\$
<b>10. Personnel</b>											
11.01	Engineer (E) <sup>a/</sup>	24	168,000			12	84,000	12	84,000		
11.02	Engineer (W) <sup>a/</sup>	24	168,000			6	42,000	12	84,000	6	42,000
11.03	Financial Analyst (E)	24	168,000			6	42,000	12	84,000	6	42,000
11.04	Financial Analyst (W)	24	168,000			12	84,000	12	84,000		
11.99	Personnel sub-total:	96	672,000			36	252,000	48	336,000	12	84,000
13.01	Support staff (E)		30,000				12,000		12,000		6,000
13.02	Support staff (W)		30,000				12,000		12,000		6,000
15.01	Travel (E)		60,000				16,000		36,000		8,000
15.02	Travel (W)		60,000				16,000		36,000		8,000
19.	Sub-total		852,000				308,000		432,000		112,000
<b>20. Subcontracts</b>											
21.	Seek Investment Financing		20,000				3,000		12,000		5,000
29.	Sub-total		20,000				3,000		12,000		5,000
<b>30. Training</b>											
31.	Prepare Training Materials		50,000		50,000						
39.	Sub-total		50,000		50,000						
<b>40. Equipment</b>											
41.01	Expendable supplies (E)		7,000				2,000		4,000		1,000
41.02	Expendable supplies (W)		7,000				2,000		4,000		1,000
42.01	Non-expendable (E)		11,000				3,000		8,000		
42.02	Non-expendable (W)		11,000				3,000		8,000		
43.01	Premises (E)		19,000				6,000		10,000		3,000
43.02	Premises (W)		19,000				6,000		10,000		3,000
49.	Sub-total		74,000				22,000		44,000		8,000
<b>50. Miscellaneous</b>											
51.01	Reports and study (E)		2,000				500		1,000		500
51.02	Reports and study (W)		2,000				500		1,000		500
59.	Sub-total		4,000				1,000		2,000		1,000
99.	Project Total:		1,000,000		50,000		334,000		490,000		126,000

<sup>a/</sup> Note: Odd-numbered line items are for East Africa Office, even-numbered for West Africa Office. Items under subcontract and for preparation of training materials will be executed for both offices out of headquarters of the executing agency.

## OFFICE MEMORANDUM

TO: Mr. Colin Southall, LEG

FROM: Bruce Gross <sup>BA</sup> Administrative Officer, TWDWW

SUBJECT: Preparatory Assistance Document--RAF/82/004

DATE: May 26, 1982

1. Attached for your records are an original and one copy of the fully-signed preparatory assistance document for Regional Africa UNDP Project RAF/82/004, Preparation of Water and Sanitation Investment Projects.

2. Because of their interest in this project, I am herewith also sending copies of this document to the persons listed below.

### Attachments

cc with attachment: Mr. Riley/Ms. Lassen (IRD); Ms. Hwang (CTR); Messrs. Al-Khafaji, Yucer, (WAP); Ware (EAP); Sandberg/Mrs. Vaughn (EANVP); Ms. Ringle (PMD); Manly (COM); Messrs. Owusu (LCP); Messrs. Kalbermatten, Middleton, Arlosoroff, Loewen, (TWDWW); Skytta (EAP/TWDWW); Ms. del Castillo (TWDWW)

BGross:aq

UNITED NATIONS DEVELOPMENT PROGRAMME

Regional Africa

Preparatory Assistance Document

Title: Preparation of Water and Sanitation Investment Projects

Number: RAF/82/004

Sector: Health

Proposed Starting Date: October 1982

Duration of Preparatory Assistance: 3 months

Government Co-operating Agencies: To be identified in participating  
countries

Government Contribution: p.m.

UNDP Input: \$50,000

Approved: \_\_\_\_\_

*Lee I. Barman*  
On behalf of the  
United Nations Development Programme

Date: 20.4.82



## I. Development Objective

The long-term objective is to support the global effort of the 1980s to develop water supply and sanitation systems which will enable participating governments to provide safe water supplies and adequate sanitation facilities for most of their people by 1990.

## II. Immediate Objectives

The immediate objectives of the full-scale project are:

(a) Together with WHO, UNICEF and other international and bilateral agencies help governments of Africa identify investment projects for water supply and sanitation.

(b) Assist in undertaking prefeasibility and feasibility studies in the water and wastes sectors.

(c) Train local staff in the preparation of investment projects.

(d) Identify institutional, financial and manpower constraints to the implementation and operation of water supply and sanitation projects, recommend organizational procedures, and undertake training to remove constraints.

(e) Identify sources of financing for carrying out of studies and the construction of projects.

## III. Background and Justification

The project responds to the requests made by countries which participated in the United Nations Water Conference in Mar del Plata in April 1977. Those requests were formally expressed in the Community Water Supply Resolution (E/RES/212/LXIII) which was subsequently endorsed by the UN General Assembly in November 1980.

Thus the project aims to overcome the existing problems of inadequately prepared projects which prevent the extension of water supply and sanitation services to the poorest populations. The project will provide two small technical teams, one for East African countries, another for West African countries which will assist the Governments in the preparation of investment projects in the sector so that they can be successfully implemented with or without the existence of external agencies.

The project teams will develop criteria for identification of projects, specify information to be gathered in prefeasibility and feasibility studies, advise on the relative importance to be given to different aspects of the studies and on ways these studies can best be organized and presented to potential donors. If consultants need to be employed, the project team would assist in drafting terms of reference, advise on procedures in selecting consultants and evaluation of proposals and help with supervision of consultants.

/...

Each project team would conduct its work with the assistance of seconded national staff who would through special workshops and on the job supervision be trained to perform project preparation roles in their home country.

In developing criteria for selecting projects and standards of service the maximum emphasis will be given to aspects which best reflect the beneficiaries' needs, ability and willingness to pay for operation of services. The feasibility studies will ensure that project designs will be responsive to community needs as perceived by the inhabitants.

The project which will help prepare and design projects which can be replicated widely, also responds to the Mar del Plata resolution asking for an increase in the funds made available to international lending agencies to enable them to increase their activities in the water sector. Only a project pipeline will permit rapid investment of such funds.

#### IV. Outputs and Activities

See immediate objectives.

#### V. Inputs

The preparatory assistance to be provided will permit to design and develop the required training materials in support of the activities which will be undertaken under the full-scale project from 1983 onwards.

PROJECT BUDGET COVERING UNDP CONTRIBUTION

(In U.S. Dollars)

PREPARATORY ASSISTANCE

Countries: Africa region wide

Project No.: RAF/82/004

Title: Preparation of Water and Sanitation Investment  
Projects

30. TRAINING

31. Preparation training materials \$ 50 000

39. Subtotal 50 000

99. GRAND TOTAL \$ 50 000  
=====

- - - - -







UNITED NATIONS  
DEVELOPMENT PROGRAMME



PROGRAMME DES NATIONS UNIES  
POUR LE DEVELOPPEMENT

ONE UNITED NATIONS PLAZA  
NEW YORK, N.Y. 10017

INTEROFFICE MEMORANDUM

TO: Mr. Charles-Henri La Munière  
Officer-in-Charge  
Regional Bureau for Africa  
Through: Jan Van Eyndhoven, ~~Officer-in-Charge~~, DRP  
FROM: Mina Mauerstein-Bail *mm*  
Regional Projects Officer, RBA  
SUBJECT Tour Notes

Date: 6 December 1984

FILE NO.: RAF/82/004

SENDER'S TELEPHONE EXTENSION: \_\_\_\_\_

1. Traveller: Mina Mauerstein-Bail
2. Purpose of mission: Tripartite Review Meeting of project RAF/82/004 - Preparation of Water and Sanitation Projects
3. Countries/organizations visited: The World Bank, Washington, D.C.
4. Itinerary: New York - Washington - New York  
3 February 1984
5. Source of funding: RAF/82/004 - Preparation of Water and Sanitation Projects
6. Mission report - attached

Distribution:

Mr. N. Tal/PCO  
RBA Division Chiefs  
Mr. Teshome  
DRP Staff  
Addis, Lo  
RR/Ivory Coast  
RR/Kenya  
Mr. M. Cohen/World Bank ✓  
Mr. M. Potashnik/DGIP



## Background

1. The long-term objective of this project is to support the global effort during the 1980s to develop water supply and sanitation systems which will enable participating governments in Africa to provide safe water supplies and adequate sanitation facilities to most of their people by 1990. The immediate objectives are :

(a) Together with WHO, UNICEF, and other international and bilateral agencies, to help governments of Africa identify priority investment projects to improve water supply and sanitation;

(b) To assist governments in undertaking prefeasibility and feasibility studies in the water and sanitation sectors;

(c) To identify sources of financing for carrying out studies and constructing projects;

(d) To train local staff in the preparation of investment projects; and

(e) To identify institutional, financial, and manpower constraints to the implementation and operation of water supply and sanitation projects, and to assist in resolving these constraints.

2. The project is executed by the World Bank, through the Water Supply and Urban Division of the East Africa Projects Departments (East Africa activities) and the Water Supply Division of the West Africa Projects Department (West Africa activities), in conjunction with the Water Supply and Urban Development Department. Project Preparation Unit (PPU) offices have been established in Nairobi, Kenya and Abidjan, Ivory Coast. Each PPU has two advisers, a sanitary engineer and a financial analyst.

3. UNDP contribution: US\$1,000,000.

4. Duration: October 1982 to June 1985.

## B. Conclusions

1. The meeting recognized that the project is making a positive contribution toward the achievement of the Decade targets in the countries involved. The Bank noted that during their less than two years' existence, the Project Preparation Units (PPUs) have generated requests for their assistance which far outnumber their ability to respond. They have also become involved in initiating or supporting, or both, the development of sector projects with an

estimated value of more than US\$650 million. Although these projects will be implemented over a number of years, their total value constitutes over one-third of the total global investment in the sector in any single year, an impressive contribution to the Decade.

2. It was noted that the PPUs have the potential to assume an increasingly important role in support of Decade activities on both a regional, national and interregional level. However, in light of the current level of funding, too many expectations were being placed on the PPUs, i.e. investment follow-up, sector analysis, training, co-ordination with UNDP/World Bank Programme in support of low-cost technologies, support to UNDP Resident Representatives, follow-up on World Bank programmes, etc.

3. A two-pronged approach was suggested in order to address both the short-term requirements of the project as well as the longer-term needs as follows:

- a) UNDP and the World Bank agreed to identify additional resources to sustain the project at present levels for 1984-1985 (additional US\$800,000 would be required). UNDP indicated that it would make available US\$400,000 on the understanding that equivalent assistance would be provided through the Bank. The Bank is in principle committed to providing support to this project, and avenues are currently being explored to do so, including through the Bank Group Technical Assistance Programme for IDA countries.
- b) In order to reinforce and expand the assistance being made available through the PPUs additional financial and human resources will be required. It was agreed that ways and means would be explored during the coming year to i) determine how the PPUs can more effectively and efficiently respond to the needs of African countries and ii) elaborate a strategy to secure the required financial and human resources, taking into account the need to integrate the knowledge and experience gained to date as well as the requirement to effectively co-ordinate efforts.

4. Recognizing the current budgetary limitations the meeting concluded that the 1984 work plan would focus on priority countries. Priority countries have been selected on the basis of a country's ability to make constructive



use of the assistance, the status of project preparation and the likelihood of donor financing for projects, and include:

East Africa: Botswana, Ethiopia, Kenya, Sudan Uganda.

West Africa: Benin, Cape Verde, Central African Republic, Ivory Coast, Mali, Nigeria, Togo.

5. UNDP noted that project objectives include the training of local staff in the preparation of investment projects. Due to staffing constraints and their heavy workload, the PPUs cannot adequately ensure training per se. In certain instances, e.g. Ethiopia, steps have been taken to provide on-the-job training, which has been successful. The meeting agreed that the training issue should be further explored. While the PPUs could provide advisory support with respect to training requirements, etc., training of local staff would require inputs beyond the scope of the current project.

6. As already noted project implementation on the whole has been satisfactory, taking into account the constraints mentioned above. The meeting reviewed project implementation on a country by country basis, with a view to "assessing" the quality and relevance of inputs, activities, outputs and overall impact to date. Based on this review a number of questions were raised with respect to the work of the West Africa PPU. In particular, UNDP observed that there was a need to sharpen and clarify the focus of the West African PPU. The Bank acknowledged that it was not completely satisfied noting that the West Africa PPU had gotten off to a slow start and that there were too many broad expectations placed on the PPU. The meeting agreed that steps will be taken to improve this situation.

7. As regards the issue of co-ordination of Decade activities, the meeting agreed that while the PPUs were indeed making every effort to ensure effective co-ordination there was room for improvement. As such ways and means would be explored to improve co-ordination with particular reference to the central role of the UNDP Resident Representatives in this matter at the field level.

8. UNDP and the World Bank agreed that while this review was useful in raising a number of important issues and in particular the pressing question of short-term project financing, a longer-term strategy needs to be put in place during the coming year. Both UNDP and the Bank therefore agreed to continue their joint efforts to ensure an effective response in support of Decade activities.

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Following the discussions on the project, a meeting was organized with Mr. Anthony Churchill, Director of Water Supply and Urban Development Department (World Bank) and Mr. Pierre-Claver Damiba, Regional Director for Africa (UNDP). Mr. Potashnik summarized the salient issues of the review meeting. UNDP and the World Bank agreed that every effort would be made to ensure the continuation of the project in the short-term, noting that effective and co-ordinated actions should be taken to elaborate an appropriate longer-term strategy.

## LIST OF PARTICIPANTS

### World Bank

Mr. Michael Cohen, Chief	Operations Support and Research, Water Supply and Urban Development Programme
Mr. Richard Middleton, Chief	Water Supply and Sanitation Division
Mr. Joseph Buky, Chief	East Africa Water Supply and Urban Development Projects Division
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### UNDP

Mr. Michael Potashnik, Senior Programme Officer	Division for Global and Inter- regional Projects
Ms. Mina Mauerstein-Bail Regional Projects Officer	Regional Bureau for Africa

RAF/82/004

Preparation of Water and Sanitation  
Investment Projects

REPORT  
OF  
EVALUATION MISSION

June 1985



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## INTRODUCTION

- (i) This Report has been prepared by a joint UNDP/WHO/World Bank Evaluation Mission in accordance with the Terms of Reference presented in Annex I. The members of the Mission were:

James J. Berna, UNDP Consultant, Mission Coordinator  
Denis Robert, UNDP Consultant  
Brian Grover, World Bank Consultant  
Anthony Tomassi, WHO Consultant  
Vitorino Pinto, WHO Consultant

- (ii) Concurrently with Project RAF/82/004, the Mission Evaluated Project RAF/82/041, - Support to National Activities for the International Drinking Water Supply and Sanitation Decade, which is executed by WHO, since both projects are aimed at promoting the progress of the International Drinking Water Supply and Sanitation Decade (IDWSSD) in Africa, and were intended to be complementary activities. The 2 Reports should accordingly be read in relation to one another, particularly with reference to Part II, B, Options and Recommendations which are identical in both reports.

The period covered by the Evaluation is the period from the approval of the Projects by UNDP to the time of the Evaluation Mission, i.e. for RAF/82/041, from November 1982 to May 1985; and for RAF/82/004, from October 1982 to May 1985.

- (iii) The Mission consisted of two teams, one to evaluate the two projects in West Africa, and the other in East Africa. The West Africa team consisted of Messrs. Robert (team leader), Grover and Tomassi; and the East Africa Team of Messrs. Berna (team leader) and Pinto. Following the conclusion of the Country visits, the Mission, with the exception of Mr. Tomassi, met in Nairobi to synthesize the findings, and draft the main sections of the Reports.
- (iv) Internal briefings were provided for the Coordinator at UNDP Headquarters in New York, and for him and the World Bank Consultant at World Bank Headquarters in Washington. Prior to the country visits the entire Mission spent five days in briefings and discussions at WHO/AFRO Headquarters in Brazzaville. The entire team of experts operating under Project RAF/82/041 had been assembled for this purpose, which gave the Mission members the opportunity to interview each one individually, as well as to hold collective discussions. The two members of the the Abidjan-based Project Preparation Unit of RAF/82/004 also came to Brazzaville, to brief the Mission.



- (v) Following the meetings in Brazzaville, the West African Team visited Burkina Faso, Togo and Ivory Coast, and the East Africa Team visited Ethiopia, Zambia and Kenya. Approximately five working days were spent in each country, except Kenya where the East Africa Team spent nearly two weeks in country investigations and report drafting.
- (vi) The Mission reached a consensus on all important findings, and - with some variation in details - on the options and recommendations proposed in the final section of the Reports. Drafting of the report was largely completed in the field before the Mission dispersed, with final editing by the Coordinator in New York. At the conclusion of the field work the two UNDP consultants and two WHO consultants visited WHO Headquarters, Geneva, at the request of Dr. Bernt Dietrich, to provide preliminary information on the Mission's findings to concerned staff.
- (vii) Criteria for evaluating the projects were specified in Section II, paragraph 5 of the attached Terms of Reference. These criteria reflect the planned activities and outputs of the projects as laid down in the Project Documents, and the Mission adhered to them as closely as possible, while also endeavoring to assess certain intangible and less measurable benefits provided to countries especially by Project RAF/82/041. The Mission also took note of a list of evaluation parameters that had been drawn up by WHO/AFRO and which are attached as a Note to the approved Terms of Reference.
- (viii) The evaluation of the two projects necessarily had to be based on a sample selection of countries which the projects are serving, since it was manifestly impossible to visit all of them. The purpose of RAF/82/041 is to promote and support the Decade in all 45 countries of WHO's Africa Region, and has, in fact, engaged in some activity in all of them. Project RAF/82/004 has concentrated on a smaller number, but has been active in varying degrees in 11 countries of West Africa and 8 in East Africa. The countries visited by the Mission were selected by UNDP in consultation with WHO and the World Bank.
- (ix) The findings of the Mission are based on interviews with Government officials familiar with the operations of the projects, including sector agency officials, Chairmen and members of National Action Committees, and others; UNDP Resident Representatives and project staff; WHO and World Bank country representatives; and representatives of other international and bilateral agencies involved in Decade activities. A complete list of persons met in each country is attached as Annex II. In addition, the Mission also reviewed, within the limitations of time available, relevant documentation such as project progress reports, mission reports and important outputs, such as project briefs, technical reports and sector plans to which the projects contributed. Detailed Country Reports have been prepared on each country visited, to the extent that one or other of the projects was active in the country, and are appended to the General Report.



- (x) In order to gain as broad and representative a picture as possible, the Mission also sought to obtain additional information on project activities on countries that could not be visited. This was done, in the case of RAF/82/041, through discussions held in Brazzaville with the project staff, and by reviewing reports and other documentation available in their offices in countries visited. Additional information on Project RAF/82/004 was obtained in a similar way. In spite of the relatively few countries visited, therefore, the Mission considers that the findings presented in both Reports express an accurate and representative account of the two projects' activities and impact to data.
- (xi) The members of the Mission wish to express their appreciation to the many Government officials, international agency staff, and the project experts, for their generous assistance and cooperation. Particular thanks are due to WHO/AFRO Headquarters for arranging the excellent briefing in Brazzaville at the outset of the Mission; to the UNDP field offices in all countries visited for helpful advice and logistical support; and to the office staff of the World Bank Nairobi-based Project Preparation Unit, who worked exhausting hours to type the bulk of the two reports, and put them on Wang diskettes to facilitate final editing and reproduction.

## PART I - EVALUATION

### A. Formulation of the Project

#### (1) Project Objectives

1. The objectives of the project are listed in Part IIA and B of the Project Document. The long-term development objective is to assist participating governments to achieve the goal of providing safe drinking water supplies and adequate sanitation facilities for most of their people by 1990, which is the goal of the International Drinking Water Supply and Sanitation Decade (IDWSSD).

2. Five immediate objectives are listed:

- (a) To help governments of Africa identify investment projects for water supply and sanitation, together with WHO, UNICEF and other international and bilateral agencies.
- (b) Assist in undertaking pre-feasibility and feasibility studies in the water and sanitation sectors.
- (c) Train local staff in the preparation of investment projects.
- (d) Identify institutional, financial and manpower constraints to the implementation and operation of water supply and sanitation projects, and recommend organizational procedures and undertake training to remove constraints.
- (e) Identify sources of financing for carrying out studies and the construction of projects.

3. The outputs of the project were expected to be as follows:

- (a) Project documentation providing sufficient technical, economic, financial and institutional information to enable project appraisal by national and international lending/donor agencies.
- (b) Project designs and cost-estimates, construction documents and monitoring guidelines.
- (c) Model sector policies, institutional arrangements and community participation for water supply and sanitation projects.
- (d) Training of local consultants and sector agency staff in



project selection and design. And

- (e) Identification of sources of finance to implement investment projects.

In the identification and preparation of projects, special attention was to be paid to projects which best serve beneficiaries' needs as well as their ability and willingness to pay for operation of services; and which involve community participation and appropriate technologies.

4. The basic concept behind the project (as was also the case with the companion project in Asia, RAS/81/001, evaluated last year) is that the lack of a pipe-line of well-prepared projects is a major impediment to the generation of national and international financial resources needed for development of the sector.

#### (2) Design of the Project

5. For the achievement of the above objectives and outputs, the project provides for the establishment of 2 small teams or Project Preparation Units (PPUs), each consisting of one engineer and one financial analyst, one for East Africa and one for West Africa, located in Nairobi and abidjan respectively. It was expected that these teams would carry out their activities in countries with the assistance of seconded national staff, who, in turn, would be trained in project identification and preparation work through special workshops and on-the-job training and supervision. (Project Document, Part II, D, para. 3).

6. It was recognized that short-term consultants would also be needed for certain specialized activities, but no funds were provided in the Project budget for this input, on the expectation that consultant services would be seconded by bilateral donors, or financed from UNDP country IPFs. Similarly, no funds were provided for training or fellowships, for the same reason.

7. The basic problem with the project as designed, is that the varied and numerous objectives envisaged exceed the capacities of a small 2-expert team responsible for serving several countries simultaneously. The objectives as stated fall into 2 broad and quite different categories: (1) Investment project identification and preparation, plus identification of sources of finance (outputs (a), (b) and (e)); and (2) overall sector strengthening (outputs (c) and (d)). Within the first category, (project preparation), experience has shown that the most that can be expected from the PPUs as constituted under the project, is preliminary project identification and general preparation. Feasibility studies; project designs and detailed cost estimates require much larger inputs in terms of man-hours than a small team can provide, nor can national staff be brought to the required level of competence for such work without long and intensive training. Finally, the design of projects which integrate both water supply and sanitation elements, and incorporate such software components as government participation, health



education and effective policies and mechanisms for cost-recovery, particularly in rural areas, require several kinds of expertise over and above engineering and financial analysis.

8. Category (2), i.e. sector-strengthening through policy reformulation, institution strengthening and manpower development, is an entire area in itself, in which a small PPU might identify needs, and define some proposals for follow-up, but can hardly do much direct work, again in part because of the diverse types of expert inputs required. In the absence of a sizeable consultant component to supplement their work, the PPUs have been unable to make any major tangible impact in this area to date.

9. One important activity not mentioned in the project document, but which is an essential pre-requisite for meaningful project identification and preparation work in many African countries, is the formulation of a comprehensive sector development (investment) plan as a framework for establishing sector priorities, formulating attainable targets based on a realistic assessment of sector capacities and the national budgetary resources likely to be available, to serve as a basis for discussion with donors regarding needed external assistance. This need was discerned at an early date by the Nairobi-PPU, and it is in this area that the Unit has done some of its most useful work. Unfortunately, this area of activity was not explicitly built into the project objectives, and has not been pursued in West Africa.

10. Finally, it is now recognized, on the basis of the experience in Asia as well as in Africa, that the idea of preparing projects and subsequently "selling" them to donors is not a generally fruitful approach. Apart from the severe limitations which a small PPU faces in identifying and negotiating with donors, external financing agencies generally decide, in prior negotiations with governments, what types of sector development they will assist and where, and then prepare projects with their own consultants. There is, however, scope for the PPUs to work with interested donors in the reshaping and design of such projects to adapt them more closely to countries' needs, and the project has also done important work in this regard, particularly in East Africa.

11. When the project was approved, it was assumed that activities would be coordinated to some extent with those of project RAF/82/041, Support to National Activities for the IDWSSD. The type of cooperation expected between the 2 projects was not specified, nor were any co-ordination mechanisms prescribed, either at the working level or at the management level of the Executing Agencies. As a consequence, collaboration between the projects has been practically nil, as discussed below, Part II, Section A.

## B. Implementation of the Project

### (1) UNDP and Agency Inputs

#### (a) UNDP Inputs

12. Project RAF/82/004 was approved by UNDP on 26 October, 1982,

for a UNDP contribution of US\$1,000,000 over a period of 33 months, viz. October 1982 to June 1985. In April 1985, the budget was revised for a second time extending the project to the end of 1985 and raising UNDP's contribution to the project to US\$1,596,404. the approved inputs are currently as follows:

<u>Personnel</u>	<u>m/m</u>	<u>US\$</u>
Experts	144	1,130,708
Administrative Support Staff		68,985
Travel		219,052
Mission Costs		51,170
Accrual		<u>(33,537)</u>
Sub-total		1,436,378
<u>Preparation of Training Materials</u>		30,439
Sub-total		30,439
<u>Equipment</u>		
Expendable		19,476
Non-expendable		14,830
Premises		39,766
Accrual		<u>2,185</u>
Sub-Total		76,257
<u>Miscellaneous</u>		
Sub-Total		<u>53,330</u>
TOTAL		1,596,404

(b) Agency Inputs

13. The World Bank has provided some supplementary inputs in the form of short-term consultant services (approximately 6 m/m known to the Mission), and back-up administrative and logistical support by the Bank's Regional Offices in Nairobi and Abidjan. The Bank has also recently negotiated French Government funding for an additional 2 Financial Analysts for the East and West PPUs. Recruitment is underway.

Government Inputs

14. These have consisted only of the working time of national staff who are collaborating with the project in the various countries in which it has been active.

(2) Implementation of the Project

15. The engineer assigned to the Nairobi-based PPU took up his post in September 1982, after about a month's preparatory work in Washington, and was joined by the financial analyst in 1983, completing the establishment of the East Africa PPU. In West Africa, the financial analyst joined the project in July 1982 in Washington, and in September took up his post in Abidjan. The engineer assigned to the West African PPU joined the financial analyst in July 1983. Both units began their work with a series of reconnaissance missions to countries in their sub-regions which had endorsed the project. The Nairobi-based PPU eventually selected 3 "core countries" for concentrated work, namely, Kenya, Ethiopia and Uganda, with a number of missions to 6 other countries of the sub-region for special tasks. The West African PPU spread its services over some 7 countries, more or less equally, with additional missions to 4 others. The distribution of work among countries in the two sub-regions is summarized in the following tables.



TABLE 1  
RAF/82/004 - WEST AFRICA

16. ALLOCATION OF PROFESSIONAL TIME: JULY 1982 THROUGH APRIL 1985

ACTIVITY	FINANCIAL <sup>1/</sup> ANALYST	ENGINEER <sup>2/</sup>	CONSULTANT	TOTAL	% OF TOTAL
man/months					
A. <u>COUNTRY AND PROJECT</u>					
BENIN - Project Preparation	2.0	2.6	-	4.6	7.8
CAPE VERDE - Project Preparation	3.2	2.6	-	5.8	9.9
CENTRAL AFRICAN REPUBLIC					
Sector Study	2.2	2.6	1.0	5.8	9.9
Appraisal Assistance	0.3	0.5		0.8	1.4
CAR Sub-total	2.5	3.1	1.0	6.6	11.3
CONGO - Project Preparation	1.2	-	-	1.2	2.0
ETHIOPIA - Project Preparation	1.0	-	-	1.0	1.0
GAMBIA - Reconnaissance	0.5	-	-	0.5	0.9
IVORY COAST					
Sanitation Project Preparation	1.5	1.5	-	3.0	5.1
Water Resources Plan	2.5	1.5	-	4.0	6.8
Ivory Coast Sub-total	4.0	3.0	-	7.0	11.9
LIBERIA - Project Preparation	0.5	-	-	0.5	0.8
MALI - Reconnaissance	-	1.3	-	1.3	2.2
NIGERIA - Sector Study	3.2	-	1.7	4.9	8.3
TOGO - Project Preparation	1.5	4.0	-	5.5	9.4
Sub-Total for II continues	19.6	16.6	2.7	38.9	66.3
B. <u>GENERAL</u>					
TRAINING - Tanzania	0.5	-	-	0.5	0.9
- Tunisia	-	0.5	-	0.5	0.8
VISITS TO IBRD, WASHINGTON	5.5 <sup>1/</sup>	1.5	-	7.0	11.9
ADMINISTRATION	3.9	1.4	-	5.3	9.0
LEAVE	4.5	2.0	-	6.5	11.1
Sub-Total	14.4	5.4	-	19.8	33.7
TOTAL	34.0	22.0	2.7	58.7	100.0

<sup>1/</sup> Financial analyst began PPU work in July 1982 and spent first two months in Washington preparations.

<sup>2/</sup> Engineer joined PPU in July, 1983.

TABLE 2

RAF/82/004 - East Africa

17. Allocation of Professional Time: August 1982 through March 1985

<u>Country/Activity</u>	<u>Engineer<sup>1/</sup></u>		<u>Financial Analyst<sup>2/</sup></u>		<u>Total</u>	
	<u>Hrs.</u>	<u>%</u>	<u>Hrs.</u>	<u>%</u>	<u>Hrs.</u>	<u>%</u>
Botswana	159	3	2	-	161	2
Burundi	-	-	2	-	2	-
Ethiopia	825	15	66	2	891	9
Kenya	1,301	24	937	21	2,238	23
Lesotho	-	-	2	-	2	-
Madagascar	-	-	2	-	2	-
Malawi	185	3	314	7	499	5
Mauritius	171	3	16	-	187	2
Rwanda	2	-	42	1	44	-
Somalia	4	-	102	2	106	1
Sudan	46	1	144	3	190	2
Tanzania	239	4	170	4	409	4
Uganda	454	8	1,057	24	1,511	15

<u>Country/Activity</u>	<u>Engineer</u> <sup>1/</sup>		<u>Financial Analyst</u> <sup>2/</sup>		<u>Total</u>	
	<u>Hrs.</u>	<u>%</u>	<u>Hrs.</u>	<u>%</u>	<u>Hrs.</u>	<u>%</u>
Zambia	9	-	40	1	49	-
Zimbabwe	2	-	-	-	2	-
<hr/>						
Training	90	2	80	2	170	2
Holiday	200	4	152	3	352	3
Leave	694	13	392	9	1,086	11
General	157	3	372	8	529	5
Management & Admin.	<u>931</u>	<u>17</u>	<u>580</u>	<u>13</u>	<u>1,511</u>	<u>15</u>
 Total	 5,469	 100	 4,472	 100	 9,941	 100

1/ From August 1982 through March 1985.

2/ From February 1983 through March 1985.



18. A number of problems have been experienced in the implementation of the project. For nearly a year, the West Africa PPU consisted of only a financial analyst who had no previous African experience, and only limited sector experience elsewhere, whereas the main expertise required for achievement of the project objectives was engineering experience. He was eventually joined by an engineer who had no World Bank experience, and who had little experience in project planning and preparation in the water and sanitation sector. The East African PPU was led by an experienced World Bank engineer who had previously worked in the sub-region. His colleague, the financial analyst, also had the requisite qualifications, but his nationality prevented him from working in one of the core countries selected, although his expertise was very much needed there.

19. The basic management tool for World Bank management of the project has been the formulation of an annual work plan by each PPU, which has then been sent to World Bank headquarters for approval. PPU staff were also brought to Washington every year for a review of their work and general discussions. Management of the project has been divided within World Bank headquarters between the West African Urban and Water Division, responsible for technical monitoring of the Abidjan-based PPU; the East African Urban Division responsible for technical monitoring of the Nairobi-based PPU; and the Water Supply and Sanitation Division responsible for general administration of both units. The management approach adopted by the West and East African Divisions has been very different. The former has tended to treat the Abidjan PPU almost as a regional extension of the Division, and has required Bank headquarters clearance of all PPU outputs, allowing little flexibility to the team to develop its own strategy and approach, possibly because of some lack of confidence in the Unit's experience. In contrast, the East African PPU has enjoyed a great deal of autonomy to devise and implement strategies which it has considered to be relevant in the countries in which it has been working. Outputs produced by the Nairobi Unit have been sent to Bank headquarters for information, but technical clearance has not been required.

20. The activities of the Nairobi-based PPU have been strengthened by reason of the fact that it cooperated closely with experts of the Handpumps Testing and Development Project INT/81/026 and the TAG Low-Cost Sanitation Technology Group INT/81/047, specifically in Kenya. This opportunity was not open to the Abidjan PPU, since the 2 projects are not operating to the same extent in West Africa.

#### C. Project Achievements and Outputs

##### WEST AFRICA

21. The West Africa PPU visited 11 countries in the region. It also participated in training activities in Tanzania and Tunisia and on one occasion assisted the East Africa PPU in Ethiopia. Gambia and Mali received reconnaissance visits only. The financial analyst joined IBRD project preparation missions which were subsequently followed by appraisal missions in the Congo and Liberia. These limited activities in four countries accounted for less than 6% of the time of the PPU. The bulk of the PPU efforts were



concentrated in six countries. Togo and the Ivory Coast were visited by the Evaluation Mission and are summarized first. A brief description of PPU activities in Benin, Cape Verde, Central African Republic and Nigeria follows. A summary of PPU activities and results in West Africa is presented in Table 3, which follows paragraph 51 below. More detailed information on the countries visited by the Mission is contained in the attached country reports.

#### TOGO

22. Togo's population, about 2.8 million, is 83% rural. For water supply, 45% of the urban population and 35% of the rural population have access to service; for sanitation, the percentage of people served are 35% in Lomé (the capital), 20% in other urban centers, and negligible in rural areas. A National Water Committee, of an interministerial and political character, has been in existence since 1970. There is no formal National Action Committee for the Water Decade. However, an advisory technical committee and a water resources sub-committee, both with representatives from all relevant sector authorities, are supposed to meet periodically to address sector issues. In fact, these groups appeared to have no effective leadership and little initiative and do not meet regularly.

23. The PPU devoted 5.5 man-months to Togo, almost exclusively to one single project (water supply for five rural centers). In more than 18 months, the project brief underwent 4 revisions as a result of comments received from World Bank headquarters, the project being profoundly modified in the process including a reduction in service standards from piped water supply to handpump systems (and standpipes in the one town with a surface water source). This has led to a substantial reduction of costs, from \$6 million to \$1.5 million. No final document has yet been provided by the PPU to the government or to UNDP. However, the revised project has been included in those being considered at the next round table of financing agencies, to be organized by the Government in June 1985. Although no tangible output in Togo can yet be credited to the PPU, the reduction of standards of the project and the associated reductions of costs represent an important contribution.

24. Many of the problems associated with PPU activities in Togo appear to be due to poor communication and misunderstandings between the team and World Bank headquarters. The strong supervision by Washington staff of the World Bank has restricted the PPU's initiative and reduced their credibility. It is recommended that the PPU discontinue further activity in Togo, but generally follow sector developments there.

#### IVORY COAST

25. The population of Ivory Coast was estimated at 9.3 million in 1983, of which 62% are rural. It is a more developed country than most others in the region with a GNP per capita of \$720 in 1983. The government has placed major emphasis on the development of water supply systems throughout the country since the early 1970s. As a result, the level of water supply



services is very high: 80 to 85% for the urban population, 70 to 80% for the rural population. Sanitation is less well developed; about 30% of the people in Abidjan, (the principal city), are connected to sewers, compared to 10 to 15% in the secondary centers; sanitation facilities in rural areas are almost non-existent. Because of the relatively well developed conditions of sector services, the government has declined to establish a National Action Committee or a Decade Plan.

26. The PPU worked 7.0 man-months in the Ivory Coast, where it is based, and was involved in two projects. The first deals with sanitation (mostly storm drainage and solid waste collection) of eleven provincial towns. Starting in July 1983, the PPU's intervention has consisted essentially in summarizing and updating an existing pre-feasibility study. For the time being, no final document has yet been issued for presentation to potential donors. Actually, it appears that the sanitation sub-sector is not a high priority for the government, which does not want to increase the already very heavy debt of the sector.

27. The second project is a water resources management study, which has its origin in the recent and severe drought. The PPU was asked by the UNDP resident representative to prepare, in cooperation with World Bank headquarters, terms of reference for the first stage of the study. This project document has been approved by all Ivoirien technical authorities (energy, agriculture, water supply) and is awaiting the government approval. The first phase of the study will likely be financed by UNDP (\$200,000). The UNDP draft project document calls for the PPU to be the executing agency for the first phase of the study. This is obviously an oversight, and the World Bank should be designated as Executing Agency.

#### BENIN

28. The financial analyst carried out an initial reconnaissance in April, 1983 and recommended that the PPU help prepare an initial water supply project. The engineer visited Benin for one week in August, 1983 (his first mission shortly after joining PPU) to identify a rural water supply project comprising 300 water points to serve 200,000 people in two regions.

29. No project documentation was prepared until after the engineer's second visit, ten months later. The first project brief of November, 1984 was not cleared by the Bank, and a second draft was submitted in February, 1985. This draft has been the subject of further Bank comments, and PPU staff are currently working on a third version which they hope can be completed in the near future. The cost of the rural water supply project is estimated at \$4.6 million.

30. The World Bank is currently preparing another water supply project in Benin which would supply the capital and some rural areas. Part of the delays being experienced by the PPU may reflect the Bank's parallel activity in the sector. In any event PPU has yet to produce any final useful output after 4.6 man-months of effort since the first mission was undertaken some 24 months ago.



#### CAPE VERDE

31. Cape Verde, with a population of some 300,000 on ten islands, was the subject of a Decade overview report by a WHO consultant in September, 1981. A sector study was completed under the IBRD/WHO cooperative program, also in September, 1981. PPU's financial analyst visited Cape Verde on a reconnaissance mission in January 1983 and suggested an engineering loan of \$700,000 to prepare a project there, possibly because the PPU had yet to recruit its own engineer at that time. In September, 1983 the PPU engineer, on his second mission, visited Cape Verde with the financial analyst to identify and begin preparation of a water supply project to serve some 25,000 people in 14 secondary centers. The engineer returned on a follow-up mission six months later and the first draft of a project brief was completed in April, 1984. Following Bank comments a second draft was completed in August 1984. A second Bank staff member has commented on the draft (apparently with viewpoints which conflicted with earlier comments) so a third draft was completed by PPU in March, 1985 for a project estimated to cost \$3.2 million. This draft was sent informally by PPU to the UNDP in Cape Verde with the advice that a final version would be sent from the Washington headquarters in due course. After 5.0 man-months of work over 28 months the project brief has still not been completed.

#### CENTRAL AFRICAN REPUBLIC

32. The engineer and financial analyst, aided by an engineering consultant, spent more than two weeks in CAR in May 1984 to prepare a water supply and sanitation sector study. On completion of their visit the mission provided the government with an aide memoire which summarized their findings. The first draft of the sector study, which included a ranking of recommended investments in the near, medium and longer terms, was prepared by the PPU in November, 1984. A second draft prepared in March 1985 has also received Bank comments and requires revision and a third draft is currently being prepared by the PPU.

33. DANIDA asked PPU for assistance in appraising a water supply project in CAR which had been prepared by a Danish engineering firm. The PPU engineer and financial analyst joined the DANIDA appraisal mission in April, 1985 and their knowledge of the sector has apparently helped DANIDA to modify and improve the proposed project.

34. To sum up efforts by PPU in CAR have so far totalled 6.6 man-months and there is no final product yet, although the assistance to DANIDA is understood to have been effective and welcome.

#### NIGERIA

35. The largest country in Africa, with a population estimated at 93.6 million in 1983, Nigeria consists of 19 individual and relatively autonomous states, all of which have a greater population than some half of the countries in the rest of Africa. Niger State in central Nigeria, with a

population of about 5 million, is probably the least developed state in the country. The PPU decided to undertake a sector study in Niger State because no information whatsoever was available concerning sector services there. Following a reconnaissance mission in November, 1983, the financial analyst and an engineering consultant appointed by the World Bank worked in Niger State in March, 1984. It happened that the management of the principal sector organization, the Niger State Water Board, was replaced by the Military Government during the mission's visit, in addition a Commission of Inquiry was created, to examine possible improprieties in previous contract awards. Accordingly, the draft sector report prepared by PPU was a document of considerable sensitivity which was reviewed and edited extensively by the World Bank before Bank staff first discussed it with the Niger State authorities in November, 1984. A second version of this report was prepared by the Bank and reviewed with Nigerian authorities (state and federal) in March, 1985, following which the Bank wrote to confirm that the report had been approved and would be finalized.

36. The Niger State sector study recommends rehabilitation of existing facilities and the Bank has suggested that Brazilian consultants working to prepare a national rehabilitation project for Bank consideration should visit Niger State and prepare a project component there for inclusion in the proposed loan. The Bank has also suggested that Niger State seek technical assistance valued at some \$500,000 from UNDP to help strengthen the Niger State Water Board.

37. In summary, PPU and Bank involvement have already helped sector authorities in Nigeria to begin to tackle very serious institutional and technical problems in the least developed state in Nigeria, including the identification of prospective technical assistance and the possibility of financing a rehabilitation project. PPU inputs have totalled 4.9 man-months and Bank staff have also contributed several man-months of effort. The following Table summarizes the activities of the West Africa PPU.



TABLE 3

## SUMMARY OF WEST AFRICA PPU ACTIVITIES AND RESULTS JULY/82-APRIL/85

Country	No.	Missions by Month/Year	Project Days	Preparation Staff	Unit Purpose	Results of Activities
BENIN	1	4/83	16	FA	Reconnaissance	1. Draft Project Briefs prepared in November/84 and February/85. Awaiting IBRD clearance.
	2	8/83	6	E	Project Identification	
	3	8/84	NA	E	Preparation (with IBRD)	
CAPE VERDE	1	1/83	6	FA	Reconnaissance	1. Feb/83 memo by PPU summarises first visit and suggests engineering loan to prepare projects. 2. Initial draft project brief in April/84 after 3rd mission 3. Revised draft project briefs in August/84 and March 1985. Awaiting IBRD clearance.
	2	9/83	13	FA	Identification Preparation	
	2	9/83	9	E	"	
	3	3/84	13	E	Follow up	
CENTRAL AFRICAN REPUBLIC	1	5/84	19	E	Sector Study	1. Aide Memoire to Government in May 1984. 2. Draft sector study completed Nov/84. Revised draft March/85. Final draft executed about July 1985. 3. Briefed DANIDA mission appraising possible water supply project.
	1	5/84	14	FA	Sector Study	
	1	5/84	16	Cons.	Sector Study	
	2	4/85	7	E	Assist DANIDA Appraisal	
	2	4/85	7	FA	Assist DANIDA Appraisal	
CONGO	1	11/82	10	FA	Project Preparation of IBRD	1. Assisted IBRD mission preparing water supply rehabilitation project. Project subsequently appraised by IBRD but loan not yet approved.
	2	4/85	2	FA	Briefing Evaluation Mission	
ETHIOPIA	1	8/83	12	FA	Project preparation of ADB	1. Prepared TOR for organization and management study for possible funding by ADB. Other funding subsequently sought.
GAMBIA	1	4/83	6	FA	Reconnaissance	1. PPU activities deferred by higher priorities elsewhere.



TABLE 3 (cont'd)

Country	Missions by Project Preparation Unit					Results of Activities
	No.	Month/Year	Days	Staff	Purpose	
IVORY COAST	NA	From 7/82	NA	E	Prepare 2 projects	1. Completed project document for UNDP funding of \$200,000 for initial phase of water resources master plan. Awaiting formal government approval. 2. Visited 6 towns re proposal sanitation projects. Project briefs under preparation as low priority activities.
	NA	From 12/84	NA	FA	Prepare 1 project	
LIBERIA	1	1/83	9	FA	Project Preparation for IBRD	1. Helped prepare water supply project. Project appraisal and IBRD loan approved in FY 1985.
MALI	1	10/83	12	E	Reconnaissance	1. PPU proposed to help report several projects but IBRD already active in Mali, suggested higher priorities elsewhere.
NIGERIA (Niger State)	1	11/83	5	FA	Reconnaissance	1. First draft of sector study discussed by IBRD with Niger State authorities in November, 1984. 2. Second draft of sector study approved by Niger State authority March 1984. IBRD proposing to include Niger State in national rehabilitation project currently being prepared. Also suggesting \$500,000 technical assistance by UNDP.
	2	3/84	11	FA	Sector Study	
	3	3/84	11	C	Sectory Study	
TANZANIA	1	11/84	4	FA	Assist EDI Course	
TOGO	1	10/83	9	E	Reconnaissance	1. Initial draft project brief prepared by PPU in May 1984. Following IBRD comments, revised project briefs prepared in August 1984, December 1984 and January, 1985. Awaiting IBRD clearance.
	2	4/84	12	E	Project Preparation	
	2	4/84	4	FA	Project Preparation	
	3	8/84	4	E	Follow up	
	4	12/84	5	E	Follow up	
TUNISIA	1	10/84	16	E	Participate in Cefigre Training	

## EAST AFRICA

39. The East Africa PPU has concentrated the bulk of its activities on 3 "core countries" selected for intensive work, viz. Ethiopia, Kenya and Uganda. Forty-seven per cent, or nearly half, of the Unit's time has been allocated to the 3 countries, 9% to Ethiopia; 23% to Kenya; and 15% to Uganda. The balance of the PPU's activities have been distributed over 6 additional countries, viz. Botswana, Malawi, Mauritius, Somalia, Sudan and Tanzania. See Table 2 (above, para. 17). In the core countries, the PPU has placed major emphasis on assisting the governments to formulate short and medium-term sector development (investment) plans as a framework for the identification of priority projects and government negotiations with external donor and lending agencies. Such plans have been completed in Ethiopia and Uganda, and partially completed in Kenya. Project preparation work has thus far been a secondary activity, but is beginning to grow in importance. Only in Kenya has there been extensive contact with donors, chiefly FINNIDA and SIDA, where the PPU has collaborated with the Agencies' consultants in appraising and reshaping several major projects to ensure their proper adaptation to the country's needs.

## ETHIOPIA

40. Between April 1983 (first reconnaissance mission) and April 1985, the PPU engineer made 10 visits to Ethiopia, each of 5 to 7 days duration, for a total of 64 days. On one occasion he was accompanied by the financial analyst of the West Africa PPU, and on another by a member of the Handpumps Testing and Development Project, INT/81/026.

41. The PPU's main counterpart agency in Ethiopia has been the Water Supply and Sewerage Authority (WSSA), specifically its Planning and Programming Department which, for purposes of collaboration with the Project was designated as the "National PPU". Working relationships between the Nairobi PPU and national staff have been very harmonious.

42. The chief outputs resulting from the collaboration have been in the areas of Sector Review and Planning and Preparation. In the first area, the outputs have been: (a) a financial profile of urban water supply projects; (b) a financial profile of rural water supply; (c) a ten-year perspective development plan for the water and sanitation sector (1984-1994); and (d) a two-year investment plan (1984/85-1986), which represents the first implementation phase of the ten-year plan.

43. Under the guidance of the PPU engineer, the national PPU has also prepared 4 specific sector projects, viz. (a) a water supply project proposal for ten medium-sized towns; (b) a similar project for six additional towns; (c) a project for the rehabilitation of rural water supply schemes in Wallo and part of Tigray administrative regions; and (d) a similar project for the Central Region. The government has approached several donors for the necessary external assistance, but thus far without success. It appears that DANIDA is interested in the six towns project, but in the absence of any DANIDA representative in the country, the Mission was unable to confirm this.



44. Some initial training in sector analysis and project preparation was given to members of the national PPU by the Nairobi engineer at the outset of the PPU's work in Ethiopia, but apart from that, training has been exclusively of an in-service nature. The staff has grown in competence and experience over the period, as shown that it is now working in an increasingly independent manner. More details are given in the attached country report.

#### KENYA

45. As mentioned above, nearly one-fourth of the PPU's time has been devoted to work in Kenya, representing the largest share received by any country. Activities have been concentrated on two areas: (a) close collaboration with several donor agencies, mainly FINNIDA and SIDA in the appraisal and design of water supply and sanitation projects, the predominant activity; and (b) assistance to the government in the preparation of a Sector Development (Investment) Plan. The main government counterpart agency has been the Ministry of Water Development, specifically its Planning, Programming and Design Department.

46. The two most important outputs of the PPU's work in Kenya are a large scale Rural Water Supply Development Project in the Western province, funded by FINNIDA, the first phase of which is nearing completion with a second phase currently under appraisal; and an extensive Village Water Supply and Sanitation Project in Kwale District, also under implementation with assistance from SIDA. Initial project preparation work on both projects was done by consulting firms contracted by the donors, following which the PPU was requested to participate in the appraisal and design. The PPU subsequently provided major inputs into the work, and has substantially influenced the final design.

47. At the end of its first phase (November 1983-December 1985) the Western Province project is expected to provide safe water supply to more than 200,000 people, representing an increase in coverage from 5% to 20% of the population in the project area. The project involves construction of some 950 point source water supplies, with almost equal distribution between protected springs, dug wells and drilled wells. The project also includes a sanitation component.

48. The involvement of PPU has included: participation in the initial appraisal mission in March 1983 together with representatives of the Handpumps and TAG groups; a review mission in September 1983; and a second review mission in November 1984. In May 1985, the PPU participated in an appraisal mission for the second phase of the project.

49. The Kwale District project will provide a safe water supply to about 85,000 people by 1988, or 50% of the population in the project area, through the construction of low-cost facilities which include drilled and dug wells, protected springs and rainwater catchments. The project includes a sanitation component, and involves community participation as well as collaboration with NGOs. It is based on work initiated by UNDP Project INT/81/026, Handpumps Testing and Demonstration.



50. Inputs of the PPU, together with the Handpumps and TAG groups have included: (a) initial project identification, (May and June 1984) including specification of the regional project preparation activities; preliminary costing; and definition of such support activities as health education, community involvement, and training; (b) participation in the Appraisal Mission (February-March 1985) which resulted in important changes in the initial draft Project Plan which had been prepared by the SIDA consultants.

51. The only output thus far from the work that is being done on the Sector Development Plan has been an Interim Sector Review, prepared by 2 World Bank consultants (August-September 1984) on the basis of a Framework Paper and Terms of Reference prepared by the PPU. The work has been halted since then for lack of funds to continue the consultants, originally funded under a World Bank loan, since terminated.

#### UGANDA

52. Uganda has claimed the second largest share of PPU work-time, representing 15% of the total. PPU involvement began in October 1983 when the engineer and financial analyst participated, at the request of the World Bank in a Bank Appraisal Mission of a proposed Water Supply and Sanitation Rehabilitation Project in Seven Towns, in support of which a World Bank/IDA loan of US\$28 million was subsequently approved.

53. At the request of the government, on the occasion of the Appraisal Mission, the PPU subsequently made a number of visits to Uganda between October 1983 and March 1985 to assist in the preparation of a Water and Sanitation Sector Development Plan. The counterpart organization for this work has been a National Task Force established in early 1984 at the suggestion of the PPU, and comprising 6 or 7 members of the Ministry of Lands, Mineral and Water Resources, the principal sector agency in the country.

54. The Plan was completed in May 1985, and represents the principal output of the Project in Uganda. A preliminary meeting of donors was organized by the government in late May to acquaint them with the main features and priorities of the Plan, and the PPU plans to follow this up by contacting individual donors. As another follow-up step, the PPU has prepared Terms of Reference for consultants to prepare a programme for Rural Water Supply Development, expected to be funded by UNDP/Kampala. The following is a brief account of PPU activities in other than the three core countries.

#### BOTSWANA

55. PPU activities in Botswana were initiated in connection with the World Bank appraisal of the third water supply project. This opportunity was used for reconnaissance of the sector situation. The PPU identified a need for preparing a "Major Villages (17) Water Supply and Sanitation Project". and prepared an outline proposal for the task, which was forwarded to the Government through UNDP, who have indicated interest in supporting the



proposal, but no decision has yet been reached. The Government has independently carried out studies on additional water sources that could be exploited to augment the supplies to these villages.

56. Subsequent commitments in other countries has hindered the PPU from further involvement in Botswana. This is clearly a case where the use of consultants would have been useful for follow-up work; funds however, have not been available.

#### MALAWI

57. The Government of Malawi requested PPU-assistance as early as mid 1982, and a reconnaissance mission was mounted in June 1983. In 1983, the World Bank's Agricultural Section in Nairobi requested PPU-assistance in the final preparation of the water supply and sanitation component of the National Rural Development Programme (NRDP) IV. This took place in late 1983 and early 1984. Concurrently, the PPU initiated the preparation of the water supply and sanitation component for NRDP V, which is being prepared for IDA-funding. The value of this component is estimated at about US\$ 3.0 million. This work was well underway in August - September 1984, and was based on a systematic field investigation and planning approach which the PPU developed in cooperation with the Government staff. However, just before the appraisal of the project, the World Bank decided to drop the water supply and sanitation component, and the work of the PPU has been discontinued.

58. The PPU also identified a number of other project activities, where improved preparation was considered essential for attracting donors, including small urban center schemes; rural projects (borehole rehabilitation programmes); etc. Follow-up on this work has been interrupted due to a reorganization of the water sector (the Water Department was transferred from the President's Office to the Ministry of Works) temporarily halting PPU activities in Malawi. The Unit plans to try to get the above activities underway again during the second half of 1985. Malawi could become a new core country in late 1985 or early 1986 for about 1 - 2 years.

#### MAURITIUS

59. The Government of Mauritius endorsed the Project (RAF/82/004) in 1982, and a reconnaissance mission was mounted in March 1983. The World Bank and bilaterals, e.g. France, are active in the water supply sector and PPU assistance in this sector is not needed.

60. There, is however a need for a National Sanitation Master Plan, and this was discussed with the Government, UNDP and donors. As a result of the preliminary investigations PPU prepared the Terms of Reference for preparation of such a plan and a consultant was engaged in January 1985 to prepare the draft Plan and to identify the first pilot phase sanitation project.

61. The draft plan was completed and presented to the Government for review in February 1985. The financing of the Pilot Project with World

Bank and bilateral participation, is currently under discussion between the Government and the World Bank and Bilateral Donors. A TAG (sanitation) specialist is required for implementation of the pilot phase and the preparation of a large scale (long-term) sanitation programme. Arrangements to this effect are underway.

#### SUDAN

62. The PPU has recently been requested to assist in a World Bank appraisal mission in the preparation of a water supply and sanitation component for the proposed Drought Recovery Programme in Sudan. A PPU-mission was mounted in March 1985 to set up the work and advise the Bank's consultant in preparing the component. Documents are now being finalized in Washington and Board presentation is expected in the near future. Follow-up is needed, and World Bank Headquarters has indicated that it would like to use the services of PPU for this purpose.

63. Sudan also needs assistance in the preparation of a Decade Investment Plan (project pipeline programme) and is in need of better arrangements to improve coordination of donor activities. Institutional strengthening is also an area where assistance would be welcome. Sudan could become a new core country in 1986.

#### TANZANIA

64. In March 1984, at FINNIDA's request, PPU provided assistance in the evaluation (first three phases, 7 years of implementation) and appraisal (proposed Phase IV) of its Mtwara-Lindi Project. The PPU's involvement helped the donor to reshape the project, after a long period of technically effective implementation, to place greater emphasis on the following:

- (i) training in operation and maintenance of facilities;
- (ii) point source water supplies, including the establishment of district level construction teams;
- (iii) community participation in construction of new water supplies and in the maintenance of facilities, which is essential from a cost recovery point of view.

65. The Government and UNDP have proposed that the National Action Committee needs a full time sector specialist for coordination of donor activities, and to assist in the preparation of a Sector Development Plan. The financing is agreed to be under Tanzania's IPF, and the World Bank has recently been requested to execute this TA-activity through PPU/Nairobi. Tanzania will thus become a new core country in the near future.



## PART II - FINDINGS AND RECOMMENDATIONS

### A. OVERALL ASSESSMENT

66. It is evident from the foregoing account, that the Project has operated in very different ways and with very different results in West Africa and in East Africa.

#### WEST AFRICA

67. In West Africa the results have been largely disappointing. The work of the PPU has not been based on any discernible strategy and as a result has not had a clear focus. Tangible outputs are very few. Sector studies have been undertaken in 2 countries, of which one is still in draft. Project preparation has been undertaken in four countries, in the form of "project briefs". None of the briefs has yet been fully finalised and formally presented to the government or any potential funding agency.

68. Useful work has been done by the PPU in preparing Terms of Reference for a Water Resources Management Study in the Ivory Coast, for which UNDP is prepared to commit \$200,000. Although this work is not directly in line with IDWSSD goals, it is needed. The Unit has also helped to reshape a project in Central African Republic for which DANIDA is providing assistance.

69. The only training activities engaged in by the PPU have consisted of some lectures given by the financial analyst in a course organised by the World Bank's Economic Development Institute. There does not appear to have been any real in-service training of nationals associated with the PPU's work.

70. The problems appear to have stemmed from the following causes. The financial analyst was alone in the PPU for nearly the first year, and as a consequence the Unit lacked the engineering expertise required for effective work. The engineer who was finally recruited is more qualified for technical work in connection with project implementation, than for sector planning and project preparation work. The team is not well acquainted with sector development problems in West Africa. Finally, the PPU does not appear to have been well briefed on the nature and scope of the Project, as well as the line of demarcation between its assigned responsibilities and normal World Bank lending operations. This has caused some misunderstanding with governments, some of whom apparently gained the impression that the work of the PPU was a prelude to possible Bank loans.

71. On the surface, the Mission's impression is that the West Africa PPU has been over-managed from Washington. Bank headquarters clearance has been required for all PPU outputs, and tight control has been exercised over the Unit's work plans. Project briefs prepared by the PPU have had to undergo numerous revisions on the basis of headquarters technical comments. However, the Mission is unable to say whether the original drafts were seriously defective from the technical point of view, or whether the



Washington engineers merely preferred different approaches. In either case, the net result has been detrimental in terms of project outputs and government expectation. A question may also be raised as to whether the format of the "project brief", (originally designed for internal use within the World Bank) was the appropriate tool for project preparation work in West Africa, versus a more flexible approach to project identification and preparation.

72. The West Africa PPU has reported expenditures totalling \$715,000 during the 34 months between July 1982 and April 1985. In view of the very limited results obtained, the Mission concludes that the project in West Africa has not been cost-effective.

#### EAST AFRICA

73. In East Africa the Mission considers that the Project has played a valuable role in the three core countries on which its activities have been concentrated, viz, Kenya, Ethiopia and Uganda, in three specific ways: (a) in the formulation of Sector Development Plans as a basis for investment project identification and preparation; (b) in the re-shaping of rural water supply projects in Kenya, which Donors had previously agreed to support; and (c) in promoting the establishment of a national PPU/Team in Ethiopia, which is developing increasing competence in the field of project preparation work. The specific outputs on which the Project Document places primary emphasis: viz. "project documentation providing sufficient information for appraisal by national and international lending/ donor agencies, as well as project designs cost estimates" - have not yet emerged to a significant extent, mainly because it has been found necessary first to establish a framework for such work through the formulation of a Sector Development Plan. The PPU's work in other countries of East Africa has been useful but very limited to date. Groundwork has been laid for more productive work in the future, however.

74. The Mission considers that the Project's initial concentration on Sector Development Planning has been a correct approach, taking account of the stage which Decade activities had reached in the 3 core countries when the PPU operations were initiated. Earlier work carried out by WHO through RAF/82/041 and its Cooperative Programme with SIDA and GTZ had produced a considerable volume of sector studies culminating in the formulation of a general Decade Plan in each country. The preliminary Decade Plans contain analyses of the sector situation in relation to water and sanitation coverage, manpower, sector institutions, investment levels, development constraints, and indicate in a general way the government policies and priorities needed. They establish preliminary Decade targets and overall estimated investment requirements, and identify needed technical support and resources required to develop the needed programs and projects.



75. The next required stage in the planning process is the formulation of a more detailed Sector Development Plan (SDP) - as an implementation programme designed to achieve the overall targets set out in the Decade Plan. The SDP identifies investment (coverage) projects and their relative priority, together with their implementation and financing schedule (investment programme). It also contains in-depth analysis of the implementation capacity of the sector, and proposes strategies for institution strengthening, training, legal aspects, cost-recovery policies and mechanisms, etc. Finally, it identifies the need for further studies, e.g. groundwater reconnaissance surveys, which were found to be needed in the project's three core countries, as well as rehabilitation studies. The end-result is a pragmatic project implementation programme, possibly with reduced sector targets (as in the case of Uganda) and clearly identified project priorities, which the Government can use as an external aid coordination instrument in negotiations with potential donors.

76. The Sector Development Plan for Uganda, (1985-1990) completed in May 1985, is a very comprehensive document covering all the above aspects of sector planning and should prove to be a useful tool for investment project preparation and investment generation. As a follow-up measure, UNDP/Uganda has agreed to finance consultancy services for the development of a detailed Sub-sector Rural Water Supply Development Plan. The SDP developed in Ethiopia is less detailed, and has a shorter time-span (2 years) but is currently under implementation, with modifications dictated by the emergency drought situation. Completion of a SDP in Kenya has been delayed, as indicated earlier, by lack of funds for consultants, a problem now apparently to be solved with UNDP/Nairobi assistance. The Plan will follow the same pattern as that of Uganda.

77. The activities of the Project in the area of specific project preparation as envisaged in the Project Document have not yet produced significant results in terms of additional investment generated, the only possible case identified by the Mission is the reported but not verified DANIDA interest in funding a Water Supply Project in 6 towns in Ethiopia, on the basis of a project proposal prepared by the National PPU with Nairobi - PPU assistance. The main impact of the project's work in Ethiopia has been the establishment of a national PPU and some enhancement in national capacity in sector planning and project preparation. The impact has thus far been limited, and further training of a more intensive kind is needed, as described in more detail in the Ethiopia country report.

78. In Kenya, the PPU's collaboration with FINNIDA and SIDA in the appraisal and design of the Western Province and Kwale District Projects cannot be said to have generated additional investment since the decision to support the projects had already been taken by the two Agencies. The direct result of PPU's close collaboration, however, has been a more feasible and affordable project in both areas, more closely adapted to water supply needs in rural Kenya and also the inclusion of sanitation, community participation,



and health education elements, as well as NGO involvement in the projects. There have also been significant cost-savings to the Donors, as compared with the original proposals.

79. In the longer run, these two projects may have a very significant impact on rural water supply and sanitation development in Kenya and the future flow of external assistance into the sector since they represent a new approach which is being watched with interest by donors. The 2 projects represent a shift away from the previous emphasis in Kenya on rural piped-water schemes, now widely recognised to have been a failure, and are demonstrating the success of low-cost, point-source water supplies based on wide-scale community and women's involvement in project implementation and maintenance. For the first time also, the projects include integrated sanitation/health education components with the cooperation of NGO's. Cost recovery is also being experimented with in collaboration with various types of community organizations, with some successes being reported.

80. The only type of training activity engaged in by the Project has been some in-service training of national staff in sector development planning and project preparation, as a by-product of the PPU's collaboration with the National PPU: (Ethiopia) and Task Forces (Kenya and Uganda). In the Mission's view it would have been useful if this could have been supplemented with more formal training, particularly in Ethiopia. One of the constraints has been a lack of funds in the Project Budget itself for training purposes, plus the heavy demands on the PPU in connection with its main activities. The Project Document envisages that funds for training (except preparation of training materials) would be provided from country IPF's, and the PPU could have been more active in developing training proposals for consideration by UNDP.

#### Problems and Constraints

80. A major constraint to more effective and rapid work by the PPU's has been lack of funds for supplementary consultant services. A 2-man team working in several countries simultaneously can only accomplish so much, and needs to be supported by specialised short-term consultants for follow-up work. The Project Document envisaged that such support would be provided by bilateral donors. In practice it has proved to be a very difficult and time-consuming process to obtain extra-project support for consultants, resulting in some serious disruptions - e.g. in the completion of the Sector Development Plan in Kenya; and inability to carry out an operations and Management study of sector agencies in Ethiopia.

#### Coordination between RAF/82/041 and RAF/82/004

82. When the two projects were approved, they were viewed as complementary efforts in support of the Decade in Africa, and it was therefore expected that they would "coordinate" their activities to the



maximum extent possible. The term is often loosely used to describe various forms and degrees of cooperation, and in this case the project documents did not spell out what form coordination was supposed to take, or how it was to be achieved.

83. Broadly speaking, the term can be understood in 3 ways:

- (a) Exchange of information on activities carried out, results achieved, experience gained, etc, through exchange of progress reports, after mission reports, documentation produced, etc. This represents a minimum form of cooperation, and is hardly "coordination" in the real meaning of the term.
- (b) Exchange of information on proposed Work Plans before their execution, to ensure avoidance of duplication of effort or conflict of activities, as well as to identify areas of possible cooperation.
- (c) Active collaboration in the implementation of a jointly agreed Work Plan for the achievement of a common goal.

84. It is also necessary to distinguish between coordination of activities at the working level, i.e. between the individual experts ("antennae") of RAF/82/041 and the PPU's of RAF/82/004; and coordination between the Executing Agencies at a higher level, i.e. between the World Bank (or the PPU's) and AFRO Headquarters in Brazzaville.

85. At the latter level, coordination between the 2 projects has been non-existent. There have been no meetings between the two Executing Agencies (AFRO and World Bank officials) to review progress or discuss possible collaboration between the projects, nor between AFRO and PPU members except for a courtesy call by the Abidjan-based PPU to AFRO Headquarters at the beginning of the project. Neither has there been a regular exchange of progress reports, mission reports, work plans, etc. between the 2 agencies.

86. There has been some informal coordination at the working level between individual antennae and the PPU, but it has been marginal. In West Africa, a few joint missions were undertaken. The Lusaka antenna has regularly provided information on his activities to the Nairobi-PPU but not vice versa. In Ethiopia, the Addis-based antennae and PPU-Nairobi agreed that the latter would pick up the work where the WHO/SIDA cooperation activities had left off, following which the antenna has been largely out of the picture. Active collaboration between the 2 projects in a particular country has not taken place, despite efforts of the Lusaka antenna to involve the Nairobi PPU in activities in Zambia. There has been some "co-ordination" in the sense of an agreed division of labour, e.g. in Ethiopia and Kenya, where the PPU's have, in effect, picked up the sector planning work where the antenna and other earlier WHO initiatives left off.

86. The question is to what extent the general absence of coordination has been harmful to the activities. "Coordination" is not an end in itself, and unless it serves a real purpose is not important. Certainly,

greater exchange of information between the 2 projects - particularly exchange of Work Plans at the beginning of each year would have been useful, and might have uncovered opportunities for reinforcing one another's activities in some instances. As more countries move from the Decade preparation stage to the implementation stage, as discussed later in this Report closer collaboration between the World Bank and WHO is desirable in the view of the Mission. This need, as well as possible coordination mechanisms, are addressed in the Options and Recommendations Section below.

88. Coordination between the Nairobi-based PPU, the Handpump Project and the TAG group in Kenya has been close and very productive.

89. Management of the East Africa PPU by World Bank headquarters has been effective and sufficiently flexible to allow the PPU to function efficiently in the sub-region, with the necessary degree of supervision but not undue interference by Bank Headquarters.

90. To conclude, while the results of the Project in East Africa have been generally positive and cost-effective, they have been slow, and limited to very few countries (essentially three) with rather minor contributions elsewhere. This is basically the result of the small-size of the Unit and its consequent inability to respond to many requests at one time. This, in turn, has disappointed the expectations of a number of countries which endorsed the project, but have had to wait a long time for a significant response.



FUTURE WORLD BANK MANAGEMENT OF PPU

91. Responsibility for managing the PPU has been divided. The central Water Supply and Sanitation Unit (the Unit which manages TAG) provided administrative control and support. Technical management was provided by the Water Supply Divisions in the East Africa and West Africa region departments, each of which managed one of the units in its own manner. (The East African division covers urban projects as well as water/sanitation projects).

92. These regional divisions of the World Bank exist primarily to prepare, appraise and supervise investment projects for Bank lending. Each division has its own staff of several engineers, financial analysts and economists, all of whom are oriented to specific investment projects.

93. Project lending by these regions has been as follows in the past five years, according to the Bank's annual reports:

	World Bank Region		
	East Africa	West Africa	Total
No. of Countries	21	23	44
Total Population (1983)	203 mln	183 mln	386 mln
Lending in past five years (FY 80-FY 84):			
No. of water/sanitation projects	11	8	19
Amounts of Loans/Credits for water/sanitation projects (\$ million)	\$160.6	\$178.4	\$339.0
Water/Sanitation lending as % of total regional lending	3.4%	3.9%	3.6%

94. These figures indicate that the World Bank, with its considerable experience and extensive resources, has not found it too easy to find "bankable" water supply and sanitation projects in Africa. In fact the World Bank has financed an average of less than four projects per year in the 44 countries of Africa over the past five years, representing 3.6% of all Bank lending in Africa.

95. In these circumstances, the regional water supply divisions could be happy to support the regional PPU's, particularly if their activities could enhance the preparation of appraisal of World Bank projects. In fact this was what happened in West Africa, to a greater extent than in East Africa, during the past three years.

96. The mission believes that UNDP-financed project preparation activities will produce better outputs in future if managed under a central unit of the World Bank rather than by regional divisions, as at present. An expanded PPU, augmented by staff paid by bilateral agencies as well as staff seconded from other UNDP sector projects for Africa (as discussed elsewhere), should have a single manager for all activities in Africa. This manager

should closely coordinate the PPU work program with regional divisions of the World Bank but should ultimately be responsible for managing all PPU activities in order to maximise their output in accordance with UNDP project objectives.

97. The existence of a single manager would simplify existing arrangements for PPU and would permit interchange between staff in different offices in Africa, adding flexibility.

98. The mission also recommends that the expanded PPU, centrally managed, should have an adequate consulting budget so that specialist skills can be obtained for specific purposes as the needs of the individual countries warrant.

## B. OPTIONS AND RECOMMENDATIONS

99. In addition to evaluating the outputs and results of Projects RAF/82/004 and RAF/82/041, the Mission was instructed to make specific recommendations for improving the effectiveness of the projects (individually and in collaboration, if desirable and feasible) in assisting participating countries" /TOR II, para. 5 (c)/. Before formulating its recommendations, the Mission considered a number of options which are presented below. As background for the various alternatives, it will be helpful first to review briefly the sequence of activities that are needed for the achievement of Decade goals in Africa, the present situation at the Decade's mid-point, and the experience of the two projects in furthering Decade objectives to date.

100. Decade-support activities can be categorised as follows:

### Stage I Promotional/Preparatory Activities

- establishment of Decade mechanisms (National Action Committees; Technical Support Teams);
- sector assessments/and studies, including manpower studies;
- formulation of a Decade Plan.

### Stage II Detailed Sector Development (Investment) Planning

- analysis of the investment required in relation to targets (national and international);
- analysis of implementation capacity of the sector;
- formulation of an overall investment plan for the sector;
- identification of priority investment and technical support projects including new and rehabilitation projects;
- identification of potential domestic and external funding sources;
- project preparation and design.

### Stage III Project Implementation

- Allocation of necessary funds (domestic and foreign)
- Final design and procurement
- Construction by designated organisation/contractor



Stage IV Operation and Maintenance

Continuous in all Stages:

- Training/manpower development - in sector planning; project identification and preparation; operation and maintenance;
- Institution-strengthening - including organisation and structure; sector management; financial management; cost-recovery.

101. These activities, obviously, do not progress according to a rigid time sequence. Some are overlapping; some proceed on parallel tracks e.g. sector assessments, sector studies (of the WHO/SIDA and WHO/GTZ type) while NACs are simultaneously being set up. There is, however, a logical progression, and some of them presuppose the completion of others. Specifically, Stage II, (the preparation of a valid Sector Investment Plan and identification of priority projects) cannot be carried out until the necessary planning studies have been largely completed. One of the most important elements, viz Manpower Development and Sector Institution-strengthening is co-terminous with the entire process, and needs more emphasis, both through in-service training in conjunction with the various other activities listed, as well as through specific technical support projects identified and funded at various stages.

102. WHO has played a major role in many countries of Africa during the preparatory stage of the Decade (Stage I), through the WHO/SIDA and GTZ Co-operative Programme; the WHO/IBRD Cooperative Programme; the activities of some of the Antennae fielded under RAF/82/041; the efforts of some WHO resident engineers; and other initiatives and projects of various kinds. In the view of the Mission, much has been accomplished through these collective efforts, to the extent that the Decade promotional/preparatory phase is largely over in most countries. This is much more true of the water supply sector than of sanitation, which has lagged conspicuously behind, particularly in rural areas. There is also a wide divergence between urban and rural water and sanitation development., From now on, however, the priority need is for "Stage II" activities, and beyond. A promising start on this work has been made in a few countries by the Project Preparation Units (PPUs) established under RAF/82/004, mainly in East Africa, but the work is still on a very limited scale, and in the initial stages.

103. The findings of the present Evaluation Mission point to two principal conclusions. The first is that as countries move out of Stage I and into Stage II (and beyond), there is a steadily diminishing need for the kinds of promotional activities envisaged in Project RAF/82/041, and as a consequence, the individual "antennae" become less and less effective. The reasons for this, as well as the impact produced by the Project in the past two years, in the countries visited by the Mission, and others have been analysed in the General and Country Reports of RAF/82/041. This fact does not



mean that WHO has no role to play in the later stages of Decade/sector development in Africa. On the contrary, there is a priority need in many countries for better planning of the sanitation sector; closer integration of health education with water supply and sanitation; community participation in the construction and maintenance of water and sanitation systems; and training in several fields related to the above. All these areas fall within WHO's field of competence and experience. The needed inputs, however, cannot be effectively delivered by an individual antenna, working largely alone as in the past.

104. The second main conclusion is that useful but only limited and slow results can be expected from the PPU's established under RAF/82/004, because of their very limited staff (2 persons each) and restricted expertise (engineering and financial analysis). The small size of the team makes it possible to respond to only a few countries' needs and requests each year; and really effective Sector Planning and Project Preparation and Design - particularly in rural areas - requires access to more disciplines than engineering and finance, if sanitation, health aspects and community involvement are to be properly integrated with water supply, a key objective of the IDWSSD.

105. In reorganizing the projects, it is also necessary to determine how maximum advantage can also be taken of the resources available under 2 other UNDP-supported, Decade-related projects operative in Africa, INT/81/026 Handpump Testing and Development, and INT/81/047 the Technical Advisory Group (TAG) in Low-Cost Water and Sanitation Technologies. Both of these projects are evolving out of their initial pilot/experimental/demonstration phase in Africa, and are increasingly becoming a force in project planning and implementation in a growing number of countries. Close collaboration between the Nairobi-based PPU and the two projects, has shown the important benefits that can be gained through closer collaboration. (See RAF/82/004, Evaluation Report - Kenya Country Report, for details). In addition, there is Project INT/82/002, Information and Training in Low-Cost Technologies, which has produced an extensive array of audio-visual materials, and which is now entering the dissemination and training programme phase. A Note on the activities of these 3 projects in Africa is attached at the end of the present section.

106. The basic questions therefore that need to be addressed when attempting to formulate options and recommendations for the future of the two projects are the following:

- (a) Is there a continued need for the Projects?
- (b) If so, how can they be strengthened/reorganized etc. so as to produce greater impact in the future than has been achieved to date?
- (c) What kind of co-ordination between the two projects is needed, and how can it be achieved?



- (d) How can the projects be co-ordinated effectively with the other UNDP-supported inter-country projects in Africa; specifically INT/81/026 Handpumps Testing and Development; INT/81/047 Technical Advisory Group (TAG) on Low-cost Water and Sanitation Technologies; and INT/82/002 Information and Training Programme on Low-Costs Sanitation Technologies.

## II. Options for the Future

107. On the basis of its findings and assessment of future Decade needs in Africa - it appears to the Mission that UNDP, WHO and the World Bank are faced with 3 basic options in dealing with these problems. Some variations and possible combinations are possible, but the basic alternatives appear to be the following.

### Options I

108. The first option would be for UNDP to continue to support both projects as separate projects with, however, a number of changes in their objectives and mode of operation.

#### RAF/82/041

109. In the case of RAF/82/041, the Mission could not support continuation of UNDP support unless the objectives are reformulated, and a set of specific activities defined, which are realistically within the capabilities of a sub-regional antenna responsible for a number of countries. The original objectives of the project viz. general consciousness-raising and promotion of the Decade; establishment and support of NACs and TSTs; collaboration in sector assessments and sector studies as well as formulation of general Decade plans - are now largely irrelevant to progress in the second half of the Decade in Africa. Either they have already been accomplished (in varying degree); or it has been shown that the contribution to these objectives which an individual antenna can make is very limited. In any case, the promotional phase of the Decade is largely over, and countries now need much more specific kinds of assistance for the implementation of plans, preparation and design of specific projects, resource mobilization, manpower development and strengthening of sector institutions for operation, management and maintenance. Given the history of the project to date, as well as UNDP experiences with other regional-advisor types of projects over the years, the Mission does not believe that the individual antenna formula can contribute much to these needs. What is required is a well-organized team effort based on each country's particular situation.

110. Possibly there are other useful activities which individual antennae could pursue, but the Mission has had considerable difficulty in identifying enough of them to make a continuation of the RAF/82/041 project justifiable. There is still a need for Decade "promotion" in the sense of well-planned efforts to achieve better integration of water supply and sanitation programmes; really effective linkages between sector development



and Primary Health Care; intensification of health education, etc. To be effective, such efforts must be carefully targeted on specific groups of decision makers, governmental organizations, and NGOs etc. who can influence policy in a practical way; and would require adequate back-up funds for the organization of meetings, and preparation of publicity and training materials.

111. Another need is the one cited by the WHO/BMZ European Donor Consultation held in Königswinter in February 1985, viz. the organization of technical meetings at the country level concerning national sector strategies, implementing structures, choice of appropriate water supply and sanitation technologies, cost-recovery policies, etc. (c.f. Report of the Consultation page 50) WHO antenna could possibly play a role in the promotion and organization of such meetings (as could short-term consultants, at lower cost). There is also a need for a deeper analysis of TCDC needs and opportunities, leading up to carefully targeted and specific proposals which are likely to have some operational impact on water and sanitation planning, choice of technology, better maintenance, etc. The possibilities for other needed activities which RAF/82/041 antenna can effectively take up may exist which have escaped the Missions notice.

#### Recommendations

112. Before any decision is made by UNDP regarding the future of the RAF/82/041 project, the Mission recommends that AFRO be invited to submit specific proposals for revising the objectives of the project.

113. These proposals should indicate which countries AFRO considers to be the main priority for attention under the project during the second half of the Decade should it be extended. The mission is fully aware of AFRO's philosophy that WHO must serve every country in the region, and cannot concentrate on a few. At the same time, in the Mission's view, both equity and cost-effectiveness require that countries which have made greater efforts during the first phase of the Decade, and which are now in a better position to achieve their Decade targets, deserve greater attention and more international support. There is also a need to reduce the number of countries covered by each antenna to a minimum, if their activities are to be really effective.

114. The additional support required to follow-up and supplement antennae activities, particularly short-term consultants, should also be specified.

115. Finally, it is necessary that management arrangements be improved, to ensure the formulation of work-plans based on countries' real needs, and to ensure adequate supervision, monitoring and reporting.

#### RAF/82/004

116. While the results of RAF/82/004 have been very disappointing in West Africa, and rather limited to date in East Africa, the Mission believes

that the PPU concept has a potentially important role to play during the second half of the Decade in Africa, subject to a number of revisions and improvements. In the Mission's view, the minimum requirements are as follows.

117. The West African PPU needs to be reconstituted with staff who have a deeper knowledge of the countries of the sub-region and who can develop a practical strategy for sector development and project identification, based on knowledge of precise sector status in particular countries; and in whom World Bank headquarters has sufficient confidence to allow adequate freedom of action to pursue project objectives, recognising that these do not always coincide with the Bank's normal operations.

118. Both PPUs should be strengthened to include at least 3, and if possible 4 staff members. The reasons are twofold. A two-man team is too small to respond to the needs and requests of government in more than 3 or 4 countries per year, resulting in disappointment to other countries who have endorsed the project and requested assistance. Secondly, balanced sector development planning and project preparation in accordance with Decade concepts requires more than engineering and economic/financial expertise. The teams should be expanded to include greater expertise in sanitation planning, as well as "software" elements of rural water supply, particularly community participation in the system of selection, operation and maintenance, as well as health education. The PPUs also need to be backstopped with adequate short-term consultant services, built into the project as an integral component so that long delays in specialized follow-up work can be avoided in the future.

119. In their future activities, the PPUs should also place greater emphasis on the training of national staff in sector investment planning and project identification and preparation, by working closely with the appropriate sector agency as a counterpart, i.e. in-service training; and by arranging for more formal training when required.

#### Co-ordination

120. If the two projects are to be continued, as separate entities there should be closer co-ordination between them in the form of exchange of progress reports, project documentation such as project briefs, technical studies, sector development plans, etc. Even more important, draft work plans should be exchanged for information while they are under preparation, as a means of identifying possible joint missions or other kinds of working collaboration.

121. Similar co-ordination should be established between the PPUs and the Handpumps, TAG and Training Materials projects, with periodic consultations to determine how they can work together in specific project preparation exercises.



## OPTION II

122. The second option discussed by the Mission is the replacement of INT/82/C04 and INT/82/041 with a single UNDP-supported project, under which two "Water and Sanitation Sector Development Teams" would be fielded, each comprising World Bank and WHO-appointed experts. The rationale for this approach follows from the Mission's doubts regarding the future effectiveness of individual WHO antennae during the second half of the Decade, plus the need for expanding and diversifying the expertise of the PPUs for greater impact. The Mission discussed two possible versions of this approach, representing a "minimum" and "maximum" collaborative effort, which for convenience will be referred to as Option IIA and Option IIB.

### Option IIA

123. Under this alternative at least two (three if resources are available). Sector Development Teams would be established, each comprising the following member:

- an IBRD-appointed engineer (funded by UNDP/RBA);
- a WHO-appointed expert in sanitation planning and health aspects of sector development (funded by UNDP/RBA);
- an IBRD-appointed financial analyst (funded by the French Government);
- short-term consultants for specialised aspects, of sector development including "soft-ware" components of project planning, as defined above (para. 109) (funded by UNDP/RBA).

124. Co-ordination between the teams and the other inter-country projects supported by UNDP in Africa (Handpumps, TAG and Training Materials) would remain as described above under Option I.

125. In addition, since the teams would represent a joint co-operation venture of UNDP, WHO and the World Bank, a Joint Review Group consisting of headquarters representatives of UNDP, AFRO and the Bank should be established to monitor results, and carry out a tripartite review annually.

### Option IIB

126. This alternative represents an expanded version of Option IIA, aimed at ensuring the closest possible co-ordination between the existing 5 inter-country projects, as well as strong management and direction of their Decade-support activities.



127. Under this option the proposed composition of each of the teams would be as follows:\*

- (a) An engineer experienced in sector investment planning and project identification and preparation (funded by UNDP/RBA).
- (b) A WHO expert in sanitation planning, health education and primary health care approaches (funded by UNDP/RBA).
- (c) A member seconded by the Handpumps Development Team (funded under INT/81/026)
- (d) A member seconded by the TAG group in Low-Cost Sanitation (funded under INT/81/047)
- (e) A financial analyst/economist (funded by the French Government).
- (f) Short-term consultants, as above (funded by UNDP/RBA).

128. The basic objective of the Project would be to accelerate sector development (both water supply and sanitation, properly integrated with one another) in Africa during the second half of the Decade, building on the work accomplished during the first half, Sector development in this context means increased coverage, including construction of new systems and rehabilitation of existing ones.

129. The teams' activities should be focussed on what needs to be done in particular countries (after a review of their present sector status) to support and accelerate development in the sense just discussed. Priorities will vary from country to country, depending on the present stage of Decade preparation and sector development. Speaking generally, the teams' activities should concentrate on "Stage II" activities, as described above, namely:

- (a) Sector Development (Investment) Planning.
- (b) Identification of priority investment (coverage) projects (new and rehabilitated).

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\*This composition is tentative, and needs further study. It is not clear, e.g. whether 2 full-time financial analysts are required, or whether one could be shared by both teams, possibly supplemented by STCs when required. Sociological/anthropological expertise would also be useful for community participation aspects of project implementation this expertise could be provided by one or more nationals.

- (c) Analysis of the capacity of the Government/sector agencies for project implementation, operation and maintenance, as well as its willingness to commit the required financial resources.
- (d) Identification of technical support projects needed to meet critical manpower needs and to strengthen sector institutions.
- (e) Discussions with potential Donors early in the process to ascertain their interests in the country; and at various subsequent stages as specific projects are identified.
- (f) Preparation of projects of potential Donor interest to the point where they can make an informal decision in principle.
- (g) Follow-up support as required.

130. To ensure strong and effective management at the field level, a Project Manager funded by RBA and agreeable to UNDP, WHO and the Bank is recommended, with overall responsibility for directing, and supervising the work of the teams in their respective sub-regions, and ensuring the necessary degree of co-operation among them and other projects when required. Specific functions of the manager would include:

- participation in the formulation of team-Work Plans, priorities and strategies in particular countries;
- liaison with other agencies (UNICEF, bilaterals, important NGOs, WHO resident engineers etc.) to identify opportunities for co-operation between team activities and in-country programmes;
- donor identification in connection with sector investment and technical support projects under preparation;
- general monitoring of the Project and periodic reports to WHO, the World Bank and UNDP.

131. A joint Review Group consisting of Headquarters representative of UNDP/AFRO/World Bank should also be established for overall monitoring of the Project.

#### Financial Arrangements

132. Under the above-proposed financing arrangements, no additional costs would be involved for UNDP's Regional Bureau for Africa, which is presently funding 3 full-term experts under RAF/82/041 and 4 under RAF/82/004, a total of 7. Assuming 2 Teams initially, the new project would require RBA-financing of a World Bank engineer and a WHO expert on each term, plus a full-time co-ordinator, a total of 5. The savings should be utilised to finance adequate short-term consultant services, and possibly a (national) sociologist/anthropologist.



#### MISSION'S RECOMMENDATIONS

133. In the view of the Mission, Option IIB, while more far-reaching and radical in its approach, has several major advantages over the other two.\* First it focusses activities on the primary need during the second half of the IDWSSD in Africa, viz sector development leading to increased coverage of safe water supply and sanitation services. As such, the project should have strong appeal to potential donors.

134. Secondly, the inter-disciplinary composition and unified management of the teams would make it much easier to co-ordinate the various types of inputs needed for effective project planning and preparation, than is the case when co-operative arrangements between 3 or 4 separate projects need to be worked out on a case by case basis. The size of the teams would also make it easier to respond to simultaneous requests from several countries, and would shorten response time considerably. The Nairobi PPU estimates that a 5 or 6-person team of this kind could probably do substantial work in 9 or 10 countries, in the same time that a 2-man PPU could assist about 3, with a shorter time-lag between countries' requests and team response.

135. Finally, assuming that the proposed teams could be competently staffed and well-managed, they could represent a potential major instrument for accelerating sector development in Africa during the remaining years of the Decade, and possibly attract cost-sharing support from interested donor agencies. The argument could be made with donors that UNDP, the World Bank and WHO have seriously joined forces for a well-planned collaborative inter-agency effort, to assist African countries during the second half of the Decade, after experimentation with different approaches and projects which have laid the groundwork for accelerated progress from now on. Coupled with an organized approach by UNDP to such donors as SIDA/DANIDA/FINNIDA/GTZ (who have benefitted in some degree from the projects to date), a "consortium" might be organised to support and possibly expand the operation with bilateral assistance.

136. No matter which of the above options is decided upon, an in-depth and comprehensive review should be carried out over the next few months by WHO and the World Bank to determine precisely at what stage Decade preparation and sector development has reached in individual countries and what their priority needs now are. Criteria also need to be developed as a

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\* More precisely this is the opinion of 3 members of the mission. A fourth member favours Option IIA, mainly on the grounds that it involves no full-time manager/co-ordinator, with considerable cost-savings. The fifth member prefers to await WHO's proposals for revising RAF/82/041 before taking a position.



basis for selecting countries for initial concentration during the next phase. A desk review of sector development in the 21 countries covered by the Nairobi-based PPU in East and Southern Africa was initiated some months ago by the PPU and is now nearly completed, and can serve as a point of departure for the recommended Review in this part of Africa, supplemented by some country reconnaissance missions.

137. As a first approximation towards the formulation of criteria for selection of countries, the mission offers the following observations. Effective sector development work of the type envisaged requires the following pre-conditions at the country level:

- (a) Completion of the required sector assessments and sector studies as a basis for sector development planning.
- (b) Serious interest on the part of the Government in water supply and/or sanitation development.
- (c) A reasonably well-organised and staffed sector counterpart department, with which the teams can work on a sustained basis; or a willingness of the Government to form the kind of group required ("Task Force", National PPU", etc.).
- (d) Need of the country for outside assistance of the type contemplated.
- (e) Sufficient donor interest in assisting the water supply and sanitation sector in the country, to provide a reasonable chance that the activities will generate additional investment over the next 2-3 years.

138. The mission is fully aware that the above proposals raise a number of policy and administrative issues which must be thoroughly reviewed and agreed to by UNDP, WHO and the World Bank. It therefore endorses the idea of holding a well-prepared inter-agency workshop as soon as possible to discuss the various options, as well as possible combinations among them, or others which the agencies may wish to propose.

NOTE ON

The activities of INT/81/026, INT/81/047 and INT/82/002  
in Africa

139. Technical Advisory group (TAG - Project INT/81/047)

Field staff and sanitation activities are operating in six countries in East Africa (Botswana, Kenya, Lesotho, Malawi, Tanzania and Zimbabwe) and three countries in West Africa (Benin, Niger and Nigeria). Core funding for 1985-87 was agreed by UNDP in December, 1984.

140. Handpump Testing and Development (Project INT/81/026)

Field trials are underway in four countries in East Africa (Kenya, Malawi, Sudan and Tanzania) and five countries in West Africa (Burkina Faso, Ghana, Ivory Coast, Mali and Niger). Core funding through 1987 was agreed by UNDP in March, 1984. The present phase of laboratory testing and field trials is expected to be completed in early 1986 by the publication of guidelines for selecting handpumps and manufacturing them locally. Thereafter project emphasis will shift towards implementing the knowledge gained.

141. Information and Training Program (Project INT/82/002)

An extensive array of training packages is now available or in the final stages of production, including four films, 45 slide-sound shows with training manuals and a three-volume Project Preparation Handbook. Attention is now shifting to the training and dissemination phase. Several bilateral donors and the UNDP have agreed in principle to support a network for water and wastes training in existing institutions in developing countries. Such institutions will train students and sector staff in the use of appropriate technologies. They will also promote multi-disciplinary approaches to the sector, foster the collection and dissemination of information across national and regional boundaries and promote research to further improve the cost effectiveness of water supply and sanitation systems. Two such network institutions are expected to begin operating in Africa soon, including one in Kenya (AMREF). Additional network institutions will depend on further funding from bilateral agencies.

RAF/82/004

COUNTRY REPORTS

1. IVORY COAST
2. TOGO
3. ETHIOPIA
4. KENYA
5. UGANDA



IVORY COAST  
COUNTRY REPORT

1. FACTUAL REVIEW

A. Brief Country Profile

1. The population of Ivory Coast was estimated at 9.3 million in 1983. Per capita GNP was \$720. Abidjan, the leading city in the country, has a population of over 1.5 million. An estimated 58% of the people live in rural areas, making Ivory Coast one of the most highly urbanized countries in West Africa.

2. Water supply systems have been extensively developed throughout the Ivory Coast during the 1970s, both in the urban and rural areas. For the past five years some 80% to 85% of the urban population have had access to drinking water, from private connections and public standpipes. The coverage in the rural area has reached about 70% of the population.

3. Sanitation is less well developed. About 30% of the people in Abidjan have sewerage, compared to 10% to 15% in the secondary centers (mainly in Bouake). Sanitation facilities in the rural areas are almost non-existent.

4. The institution responsible for sector planning is the recently created (1984) Direction de l'Eau under the Ministère des Travaux Publics, des Transports, de la Construction et de l'Urbanisme. The Direction de l'Eau incorporates the former Direction Centrale de l'Hydraulique (DCH), responsible for the water supply sub-sector, and the Direction Centrale de l'Assainissement (DCA), responsible for sanitation in the broad sense (excreta disposal, storm drainage and solid waste disposal).

5. Other agencies with sector responsibilities are:

- (a) SETU (Société d'Équipement des Terrains Urbains) is responsible for all equipment for urban areas. The activities of the Direction du Drainage et de l'Assainissement (DDA) of SETU was transferred to Direction de l'Eau in 1984.
- (b) SODECI (Société de Distribution d'Eau de Côte d'Ivoire) is a private company under contract to the Direction de l'Eau for the operation of water supply systems in urban and rural centers. SODECI also works under SETU to manage the sewerage network in Abidjan.
- (c) The Ministère de la Santé is concerned with sanitary education and the control of drinking water quality.

6. In the 1970's the drinking water sub-sector was accorded priority by the government in a national program whose results are evident today, in the urban centers and also in the rural areas (12,000 bore holes in service). Most investments were for extensions of previously built urban systems and the construction of water points for village communities.

7. Sanitation, by contrast, has never been given special attention. Abidjan and one other city (Bouake) are partially served by a conventional system of sewers. Sanitation is not a priority for the government, which is currently concentrating its efforts in the agricultural sector.

8. Because of its concerted efforts to improve water supplies in the previous decade, Ivory Coast has not created a special structure for the International Decade and has not prepared a Decade Plan. A Commission Nationale pour la Decennie, bringing together the Ministries of Health and Public Works (DCH, DCA, SETU) and the UNDP, was actually created in 1980 but has not functioned since then.

9. The sector, particularly water supply, has received considerable financial support. Among the most important international agencies have been the World Bank, and the bilateral agencies of France (CCCE) and Germany (KfW). Because of the major investment program (and associated debts) of recent years, the government has slowed down investments and hence foreign financing in the sector.

10. It is worth noting that in the Ivory Coast all costs associated with constructing and operating water supply systems are reflected in the price of water (in urban systems), including in particular:

- debt service on foreign and local funds;
- the operating budget of the Direction de l'Eau; and
- operation and maintenance charges (fees to SODECI).

11. Furthermore, a part of the costs of constructing and operating sewerage systems (urban waste water) is recovered through a surcharge on water sales.

12. The increasingly onerous costs of operating and maintaining the growing number of boreholes in the rural areas can no longer be recovered from water charges, which have already reached very high levels. An institutional study currently underway aims to find a more equitable arrangement for recovering the costs of water systems between the urban water users, the rural water users and the national government.

#### B. Project Inputs

13. The PPU based in Abidjan devoted 7.0 man months of their efforts to the Ivory Coast, more than to any other country in West Africa. Chronologically PPU has been involved in two projects:

- (i) Sanitation in secondary centers;
- (ii) Water resources management study.

14. The first project, dealing with sanitation in 11 provincial towns, accounted for 3 man months of PPU efforts. This project originates from a pre-feasibility study of sanitation in 56 secondary centers which was completed for SETU in 1980 - 81 by a group of consultants (Santafic - SSVK-Safege). This study consisted essentially of a description and analysis of the existing situation, a master plan for future developments and suggested



immediate improvements. Twenty centres were classified as priority. KfW has been considering the financing of sanitation systems in nine of these centers since 1982. The proposed loan of 1,800 million CFA francs (\$4.5 million) has not yet been formally accepted by the government.

15. In July, 1983 PPU began to prepare a sanitation project for the remaining 11 priority centers, where population totals 700,000. The project consists essentially of storm drainage and solid waste disposal, except for Bouake (the second city of Ivory Coast) for which sewers are envisaged for wastewater. The provisional cost of the project totals 11,000 million CFA francs (\$27.5 million). Project data sheets have been prepared by the Direction de l'Eau, the organization now responsible for such projects. The first draft of a project brief is expected to be completed by PPU in June, 1985 and then sent to Washington for clearance. Preliminary contacts concerning possible financing were made with the African Development Bank (ADB) (not very encouraging) and KfW (more interested). According to the Direction de l'Eau, the project has been reduced, because of financial difficulties, to six towns (three, including Bouake, in that region and three around Abidjan).

16. The second project, a water resources management study, has involved 4 man months of efforts by PPU. The genesis of the project is the severe drought which has affected Ivory Coast since 1980, creating problems for all water users and particularly for the power utility EECI (Energie Electrique de Cote d'Ivoire), which depends primarily on hydro-electric power from the KOSSOU dam. Agriculture and, to a lesser extent, potable water supplies (SODECI) have also suffered from the drought.

17. The water shortages drew attention to the fact that nobody in Ivory Coast possessed an overview of the total water resources and that no structures or conventions existed for managing these resources. The idea of a master plan for water resource development, launched by SODECI and supported by UNDP, was discussed when the World Bank's Chief of the West Africa Water Supply Division visited Abidjan in November, 1984, including meetings with PPU, UNDP and other concerned authorities (EECI, Agriculture, Direction de l'Eau).

18. It was thus decided to carry out a study of water resources management in two phases:

- (i) evaluation of the existing situation and recommendation for further study (estimated cost \$200,000);
- (ii) master plan for integrated water resources development and management (cost provisionally estimated at \$2 million). With the agreement of the World Bank and the Resident Representative of UNDP, PPU researched the water resources situation in Ivory Coast and prepared a draft proposal for the first phase of the study. Terms of reference have been cleared within several departments of the World Bank (energy and agriculture as well as water supply) and



approved in principle by the UNDP, which is prepared to finance the first phase of the study from the IPF budget. According to the terms of reference, the consultants will work under the supervision of the PPU. The project document is currently awaiting formal government approval. Taking account of the necessary government procedures and the process of selecting consultants, PPU expects that the first phase of the study might be underway by September, 1985.

19. Other activities of the PPU in Ivory Coast can be summarized as follows:

- Cooperation with ENSTP (Ecole Nationale Supérieure de Travaux Publis) of Yamoussoukro, by providing relevant documents ("Project Preparation Handbook" and information on TAG and Handpumps - mostly in English);
- Presentation of a paper during "Water Week" in Abidjan (February, 1984) on the subject, "Evaluating Water Supply Projects After Implementation";

20. Although PPU had been planning the organization, late in 1984, of a seminar for lower level staff working in West African water utilities, this activity has not yet taken place because of the team's workload.

21. Regular exchanges of information took place between PPU and the TAG and Handpumps projects of UNDP. The handpumps project officer for West Africa share office space with PPU in Abidjan.

22. PPU received no inputs from the government in Ivory coast (except in cooperation in preparing projects) but did benefit considerably from logistical support from the World Bank's regional office in Abidjan.

#### C. Project Outputs

23. The only tangible result of PPU activities in Ivory Coast (at the time of the evaluation mission in May, 1985) is the completion of terms of reference for the first phase of the water resources management study.

24. As regards the other project on which PPU has been working, sanitation in secondary centers, no documents permitting consideration by financing agencies have been produced. The first draft of the project brief is apparently scheduled for completion in mid-1985, following which it will be sent to Bank headquarters for clearance. No feedback has been received from ENSTP concerning the documents provided by PPU.

## II. ANALYTICAL ASSESSMENT OF ACTIVITIES AND RESULTS

### A. Project Activities in Ivory Coast

25. Ivory Coast was chosen as the base for PPU for obvious logistical reasons; good communications and airline connections in Abidjan, plus the presence of the regional office of the World Bank.

26. As Ivory Coast was the home country for PPU and had endorsed the UNDP project, it was normal that it would be the focus of some activities by PPU. However it appears that the specific objectives of PPU were not clearly understood by many Ivorian officials contacted by PPU, who regarded PPU staff as regular members of the World Bank's resident mission, presumably concerned with normal Bank activities.

27. PPU activities in Ivory Coast concentrated on two projects whose relationship with the PPU's responsibilities for water supply and sanitation projects is open to discussion. Preparation of the water resources management study, PPU's major activity, has very little to do with water supply and sanitation projects. The sanitation project for secondary centers concerns mainly storm drainage and solid wastes, essential for a healthy environment, but not figuring explicitly in the objectives of the Decade. It is nevertheless clear that these activities could have a positive impact. The water resources study will improve the security of water supplies; and the sanitation project the improvement of hygienic conditions. These activities of PPU were also undertaken in response to expressed government priorities, even if they are on the margin of the sector.

28. It is worth underlining the important role played by the UNDP in identifying and supporting the water resources management study. It should also be noted that for this study PPU has been designated as the executing agency, for a UNDP project in Ivory Coast, a role not anticipated in the original UNDP/IBRD project. PPU's cooperation with ENSTP can not really be seen as training, which is one of the objectives outlined in the project document.

### B. OUTPUTS/RESULTS

29. The terms of reference for the water resources management study have been worked out with the coordination of the concerned agencies in Ivory Coast and-form a coherent document. This initiative and the approach taken have been favourably commented on by AfDB and UNESCO (Dakar) - who hope to see such studies proceed elsewhere in Africa - as well as by the UNDP in Abidjan and several technical departments of the World Bank.

30. The contribution of PPU to the sanitation project for eleven towns has been quite modest, the projects having been previously identified. The description of existing conditions, from the previous pre-feasibility study, and the intended formulation of a project brief does not really constitute preparation of a project.



31. It is perhaps worth recalling that the financing of sanitation projects for 9 towns, in process by KfW, took place on the basis of the existing pre-feasibility study, without intervention by another agency. Since the funds already offered by KfW for that project have not yet been accepted by the government, the prospects for KfW as another financing agency offering funds for the next sanitation project, (the subject of PPU activities) appear dim, at least in the near future.

C. Problems and Constraints

32. Ivory Coast is an exceptional country in the region in that its "water decade" really took place in the 1970's, when water supplies - urban and rural - were declared to have the highest priority in national development. Very large investments have been allocated to the sector, which today has a heavy debt load. Accordingly, the government is considering any new investments very carefully in a sector considered to be non-productive. This reluctance to endorse further sector investments is particularly true in the case of sanitation projects. In this context one wonders whether PPU's efforts are likely to result in the expansion of sanitation systems, bearing in mind the government's apparent reluctance to proceed with the 9 towns project for which favourable funding has been offered by KfW.

D. Management and Supervision

33. In the Ivory Coast the productive activities of PPU (terms of reference for a water resources management study) were initiated by a Bank Mission after being suggested by UNDP. Coordination between PPU and the Bank appears to have been excellent, a significant accomplishment in view of the several different groups in the Bank who are concerned with water resources projects.

34. It is questionable whether or not PPU would have participated in this endeavour, which is marginal to the objectives of the UNDP/IBRD project, without the strong support from Bank headquarters and the UNDP.

III. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

35. The choice of Ivory Coast as a country for PPU activities, in fact its greatest activity in terms of manmonths worked, is questionable on the basis of regional priorities in West Africa. Water supply coverage is already higher in Ivory Coast than in any other country in the region and the government has certainly demonstrated its ability to prepare projects and obtain external financing. Furthermore the extensive debts associated with major sector investments over the past decade cause the government to proceed very carefully with any further investments in the sector, even though sanitation standards are considerably lower than those of water supply.



36. PPU's involvement in sector projects in Ivory Coast might be explained by two considerations:

- (i) Travel burdens would be extremely heavy for PPU staff if none of their projects were in their base country. Accordingly it was natural for PPU to seek work close to home, for personal as well as professional reasons.
- (ii) UNDP was apparently interested in demonstrating to the government of Ivory Coast that the regional project unit based there could provide assistance to Ivory Coast as well as to other countries. The Resident Representative of UNDP was in large measure responsible for involving PPU in the water resources management study and is satisfied with the results so far.

37. In the circumstances the involvement by PPU in the two activities underway in Ivory Coast is understandable. Although both projects are peripheral to the water supply and sanitation objective of PPU, they probably make sense from the perspective of the government. However, the results so far produced by PPU are not commensurate with the relatively high level of effort accorded to these activities.

38. It should be noted that PPU is tentatively committed to several more manmonths of activities by being designated as the executing agency for the first phase of the water resources management study which UNDP expect to finance shortly. The first phase of the study is projected to take five months to complete, after consultants are selected and a contract negotiated.

#### B. Recommendations

39. PPU should keep its future activities in Ivory Coast to a minimum, bearing in mind the relatively high level of sector development there and higher priorities for PPU in other countries in the region.

40. If the UNDP/IBRD Project RAF/82/004 is extended and if PPU continues to be based in Abidjan, PPU could supervise the first phase of the proposed water resource management study. In so doing PPU would maintain its contact within the sector in Ivory Coast. However the World Bank, through its Abidjan regional office or from its Washington headquarters, could better perform the function of executing agency for this study. The evaluation mission recommends that UNDP and the World Bank reconsider the tentative decision to have the PPU act as manager for the first phase of the water resource management study.

41. PPU should finalise the project brief or a similar document for the sanitation project for secondary centers in the near future, on the basis of work already done, in order to conclude an activity which has already been underway (on a limited basis) for some 22 months. This could mean a possible project restricted to six towns rather than eleven, as originally envisaged. When submitting the project preparation report to the government PPU should also provide a note with suggestions on possible sources of external finance. No further assistance in seeking finance should be contemplated as the government is experienced and competent in such activities.

TOGO

COUNTRY REPORT

I. FACTUAL REVIEW

A. BRIEF COUNTRY PROFILE

1. The population of Togo was estimated at 2.8 million in 1983, of which some 79% live in rural areas. Lome, the capital, has a population of about 400,000. The GNP per capita was \$280 in 1983.

2. Access to sector services are estimated as follows:

- Water supply: 45% of the urban population and 35% of the rural population;
- Sanitation (excreta disposal) 35% for Lome; 20% for other urban centres, and almost non-existent in rural areas.

3. Togo's Decade objectives by 1990 are as follows:

- Water Supply: 100% for both urban and rural populations;
- Sanitation: 100% in Lome, 40% for other centres and rural areas.

4. In addition to the "Comite National de l'Eau" (National Water Committee) described below (paragraph ) the major agencies dealing with the sector are:

(a) the "Ministere des Travaux Publics, des Mines, de l'Energie et des Ressources Hydrauliques" wherein:

- the "Direction de l'Hydraulique et de l'Energie" (DHE) is in charge of the planning, the design and the implementation of water supply projects;
- the "Regie Nationale des Eaux du Togo" (RNET) is in charge of supply systems in urban centres and the country's only sewerage network, in Lome RNET is also constructing the extensions to the Lome Water Supply currently underway.

(b) the "Ministere de la Sante Publique et des Affaires Sociales", in particular:

- the "Service National de l'Assainissement" in charge of environmental health promotion;



- the "Institut National d'Hygiene" for the water quality control in rural areas;
  - the "Service National de l'Education pour la Sante"
- (c) The "Ministere du Plan" responsible for general coordination and external funding research.

5. Since independence, high priority has been given to water problems and especially to water supply; this policy has essentially benefited Lome and some provincial centres ("prefectures"). Sanitation is also designated as a priority, but no project has been implemented in that sub-sector for many years.

6. There is no formally established National Action Committee for the Decade. A National Water Committee of inter-ministerial character, however, has existed since 1970. A technical Water Commission to advise the Committee particularly on water supply and sanitation matters, was established soon afterwards and is at present under the chairmanship of the Direction of Hydraulics. More recently, in 1981, a Water Sub-Committee was formed to address the overall problem of water resources, with chairmanship and secretariat provided by the Ministry of Planning. The two bodies have advisory functions only and have similar composition, with representation from all the important institutions concerned with water supply and sanitation, such as Plan, Hydraulics, Rural Development, Public Health, Water Company (RNET). The water sub-committee is the more active of the two bodies but it does not meet regularly and appears to have no effective leadership and little initiative.

7. Investments in the sector depend greatly on external funding. The 1980 sector overview for Togo, prepared at the start of the International Decade for Drinking Water Supply and Sanitation, noted that 90% of sector investments in the period 1976-80 had been financed by international agencies. The major lenders and donors have been the World Bank and IDA, the European Community (FED), Germany (GTZ-KfW), France (FAC, CCCE), United States (USAID), as well as BOAD (Banque Ouest-Africaine de Developpement) and OPEC. UNICEF and many NGO's are working in the sector in Togo, almost exclusively in rural areas.

8. In 1983 a WHO/GTZ project provided 12 man-months of consulting services. This assistance resulted in a National Decade Plan, elaborated on the recommendations of the 2nd National workshop (October 1983) devoted to water and sanitation planning. This plan was issued in May 1984 and approved by the Government in June 1984. It includes data sheets for ten priority projects estimated to cost a total amount of \$81 million.

9. A round table conference of international financing agencies is planned to meet in Lomé in June, 1985 to review future international assistance in all sectors. Preparatory documentation produced earlier in 1985 with UNDP assistance, includes eight projects in the water supply and sanitation sector with an estimated total cost of \$80.1 million. There have



been some significant changes from the list of priority projects prepared one year earlier as part of the Decade Plan, referred to in the preceding paragraph.

B. PROJECT INPUTS

10. The staff of the PPU worked a total of 5.5 man-months in Togo, including the following visits:

<u>Staff</u>	<u>Dates</u>	<u>Days</u>	<u>Activities</u>
Engineer	Oct. 5-19, 1983	10	Workshop on Water Decade and Sector reconnaissance
Engineer	Apr. 9-21, 1984	13	Project identification
Financial Analyst	Apr. 16-20, 1984	5	Project identification
Engineer	Aug. 6-10, 1984	5	Project preparation
Engineer	Dec. 17-22, 1984	6	Follow up to project preparation.

11. The Ministry of Planning, Industry and Administrative Reform invited PPU staff (through the Lome Resident Representative of UNDP) to attend the second workshop on the water decade, organized in Lome in October, 1983 with the assistance of WHO and GTZ. A total of 62 participants attended this 6 days workshop, giving PPU an opportunity for initial contacts with key representatives of all sector authorities as well as international agencies active in Togo.

12. The workshop outlined the extensive financial resources already being provided for water supplies in Togo. The roles of the various government organisations were explained. Future investment priorities were summarized, including projects for which external financing had not been arranged. The PPU internal report after the first visit indicated two possible projects for assistance by PPU:

- (a) water supply and sanitation in five rural centres. Based on a preliminary assessment of sources for a town of 10,000 (\$900,000 for water supply and \$300,000 for sanitation), an indicative cost totalling \$5,000,000 was mentioned for the 5 centres.

- (b) Storm drainage in Lome. A first stage project of the order of \$10 million was suggested, being based on an ambitious master plan prepared in 1979/80 by consultants.

13. The second mission, involving both staff members in April 1984, identified a water supply and sanitation project for five secondary centres. Previously (in Jan. 1984) sector authorities from the Ministry of Planning and DHE had completed data sheets (according to the WHO standard format) for a project for each center, estimated to serve a total 1983 population of 34,511 at a cost totalling \$6,035,000. The PPU mission, accompanied by the WHO sanitary engineer (antenna) based at Lome under UNDP project RAF/82/041, visited three of the five centres included in the proposed project. On May 17, 1984, PPU completed an 8 page (16 paragraph) "initial project brief" for the proposed project and sent it to IBRD Headquarters in Washington for comments and clearance. The estimated total cost of the project was \$5,700,000 including a foreign exchange component of 16%. The proposed project would be built by DHE and operated by RNET. Although the title of the project mentioned sanitation as well as water supply, and a stated objective was to improve sanitation through the construction of latrines, the project components and costs were predominantly for water supply, apart from some sanitary education. The initial project brief was also sent by PPU to the GTZ representative in Lome in May, 1984 as the mission understood that German bilateral assistance might be available for the proposed project.

14. The initial project brief was criticized by World Bank Headquarters staff responsible for the Lome water supply project, who disagreed with PPU interpretations of institutional responsibilities for the proposed project.

15. The PPU visited Togo for a third time in August, 1984 to follow up with project preparation and to discuss institutional and operational aspects. Minor changes were made in the project brief, which was again submitted to World Bank headquarters for comments and clearance. At the same time (mid-August) letters were sent by PPU to government officials (Ministry of Planning, RNET and Ministry of Rural Development, with copies to UNDP and WHO representatives in Lome). This correspondence explained that the project documentation would soon be presented for government approval, following which World Bank headquarters would search for financing for the project.

16. Further critical comments on the project brief were provided by World Bank staff, resulting in further correspondence between PPU in Abidjan and Bank headquarters in Washington. In December, 1984, a three-man mission from Washington, including the Division Chief for West Africa and staff responsible for the IDA credit for the Lome water supply (\$12.0 million approved in June 1983), visited Abidjan and reviewed the situation. PPU staff accompanied the Washington mission to Lome, where the proposed project was discussed extensively, particularly with RNET, who are implementing the Lome water supply project.



17. The third version of the project brief was completed by PPU in December 1984, with the revised title "Water Supply Project of Five Semi-urban Centres" clearly indicating the dropping of any sanitation component. The revised project costs totalled \$2.1 million (with a foreign exchange component of 70%). Although the same five centers were to be served (with an estimated 1990 population of about 45, 000), the water supply service standards were revised to consist entirely of public standpipes in Anie (the single town to be supplied by a surface water source) plus handpumps on boreholes for the other four centers. The revised project would be implemented by DHE and maintained by the villagers, with no role for RNET.

18. Both members of PPU visited Washington in January 1985 for the regularly scheduled briefing and planning session there. The project brief was again revised after the PPU staff returned to Abidjan. The fourth and latest draft, dated January 25, 1985 is similar to the third version except that project costs were reduced downwards to \$ 1.5 million, or only 22% of the costs estimated in the first draft (April 1984). This fourth draft was sent to World Bank headquarters in Washington on the understanding that it would be quickly approved by Bank staff and sent directly to the Togo government authorities. PPU also sent this draft informally to the UNDP and WHO in Lome, in order to keep them informed in an unofficial manner of the current status of their project preparation. The UNDP was apparently requested to make a copy available also informally, to DHE which would be the implementing agency.

19. Project inputs, in summary, consist essentially of PPU staff work in Lome, supplemented by headquarters staff of the World Bank. The UNDP in Togo provided initial coordination for PPU activities. The WHO engineer in Lome also assisted, including a field visit to three of the five centers.

#### C. PROJECT OUTPUTS

20. PPU had yet to produce any final output in Togo at the time of the evaluation mission visit in April, 1985. The project brief, in its fourth draft had not yet officially been transmitted by the IBRD to the government or UNDP.

21. The government apparently endorses the extensive revision in the scope of the project, which was discussed with the PPU mission in December 1984. The project is one of eight in the water supply and sanitation sector which are being submitted to the June, 1985 round table meeting of financing agencies for Togo. The project summary presented for meeting participants includes total estimated costs of \$1.5 million reflecting the reduced standards of water supply.

22. However, the same project summary, prepared by Togolese authorities (without reference to PPU) states that a feasibility study is underway for the project. This seems to be incorrect since the project



brief on which PPU has been working simply identifies the project and attempts to explain it in the context of sector developments.

23. Three potential donors had been contacted in Togo by the PPU: USAID, GTZ (representing KfW) and FED. Only the Germans expressed interest in the project so PPU sent the GTZ representative in Lome an information copy of the first draft of the project brief in May, 1984. This was in turn sent to KfW headquarters in Germany by the GTZ representative. As far as the evaluation mission could determine there has been no indication of KfW interest in response to this unofficial (and now obsolete) draft of the project brief during the year which has passed. No training activities have been undertaken by the PPU in Togo.

## II. ASSESSMENT OF RESULTS

24. Why the World Bank selected Togo as a priority country for PPU is not clear. It was not included in the five priority countries originally identified by PPU in August, 1982.

25. The World Bank approved a credit for the Lome Water Supply in 1982, more than one year before PPU staff first visited Togo. This credit included funds for a feasibility study of a sanitation project for Lome and a study of the water supply and sanitation sector in Togo, although neither study is apparently yet underway.

26. Decade planning activities in Togo were being supported by the WHO/GTZ cooperative program which organized the Lome sector workshop of October 1983. This same WHO/GTZ activity also produced the Decade plan, formally published in May 1984, which provided a comprehensive review of sector activities and constraints and included data sheets for 10 projects to which the government apparently accorded priority.

27. The existence of extensive background information and ongoing technical and financial assistance within Togo should have been known by PPU, on the basis of background research and inter-agency discussions, before the first mission to Togo. In any event the information provided at the October 1983 workshop, plus conversations there with sector officials and representatives of international agencies, should have made it clear that most interested financing agencies had already been active in Togo, knew the sector reasonably well, and could identify their own projects. There may have been a role for PPU to help coordinate and focus donor participation, but PPU did not choose such a role.

28. The project brief being prepared by PPU does provide some specific information on the project area which is not available in the project data sheets submitted in the government's Decade Plan of May 1984. It also summarizes some of the information contained within the Decade Plan and describes project components and indicative costs. However, none of the versions of the project brief are very persuasive documents from the perspective of a potential financing agency. The brief contains one section (The Role of the Bank in Sector Development)

which may indicate that it has been prepared as much for use by the World Bank as by the other financing agencies whose support PPU is supposed to attract. Sections on the project description and project implementation are weak and the timetable somewhat unrealistic.

29. The mediocre quality of the document and the prolonged delays and revisions apparently reflect extensive discussion and debate between PPU staff and Washington staff responsible for the Lome project.

30. There is evidence that many people contacted by PPU in Togo misunderstood PPU's intended objective of helping the government to identify and help prepare investment projects and to identify sources of financing for implementing the projects.<sup>1/</sup> Several Togolese and WHO officials in contact with PPU staff understood that the World Bank would be willing to finance the proposed project and advised PPU in writing of such misunderstandings. Two communications from Lome, implying World Bank financing of the projects, were apparently not rebutted by PPU; so the officials in Togo probably continued to believe that these projects would be financed by the World Bank. In short, the PPU (which was based in the Bank regional offices in Abidjan and used that office's stationery, (rather than stationery indicating its own identity as a UNDP project) did not make its unique role clear to most of its contacts in Togo.

31. The single donor agency which indicated possible interest in the project was KfW. The GTZ representative in Lome confirmed that KfW would want to carry out a feasibility study independently before funds could be committed to implement the project, in accordance with standard KfW procedures. There was no follow-up by PPU to encourage KfW interest in the for the project after the initial contact in May 1984. Apparently the Washington Headquarters advised PPU that subsequent donor contacts would be initiated by World Bank staff.

32. Despite these negative comments, the PPU and the World Bank may have made a substantial contribution to sector development in Togo through their involvement in helping to prepare the proposed project, by bringing sharply into focus the related issues of service standards and pricing policies for water supplied to the public by standpipes and handpumps. Government policy also states that DHE is to plan and implement new water supply schemes, such as the proposed project, and that RNET is to operate and maintain schemes for urban centers. The first and second drafts of the project brief stated that RNET would take

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<sup>1/</sup> PPU reportedly sent the UNDP/IBRD project document to Togo when initial contacts were made but this document was only in English.



over the systems in the five centres, after their construction by DHE, based on PPU discussions with both agencies.

33. RNET, according to its statutes and the project agreement with IDA for the Lome water supply, is supposed to be financially autonomous, recovering the costs of the operations from the sale of water. After studying the project as originally identified by the government and endorsed by PPU, RNET determined that revenues from water sales through the few probable private connections would probably not cover operating costs. Thus RNET eventually refused (in December, 1984) to accept future responsibility for the operation and maintenance of the proposed project. This change in position by RNET likely precipitated the intervention of the Washington staff of the World Bank in the proposed project, thus resulting in the extensive revisions discussed and apparently agreed with the government in December 1984.

34. The third revision of the project brief (after the December 1984 mission to Togo) changed the project in two significant matters. Water supply standards were greatly reduced, eliminating all private connections and calling for handpumps on the boreholes which would supply the five centres. Estimated project costs fell from \$5.8 million in the first draft to \$2.1 million in the third draft (and to \$1.5 million in the fourth draft). Furthermore RNET was no longer to be involved in operation and maintenance. Instead the latest project brief states that DHE will be responsible for operation and maintenance of the project facilities, presumably by the villagers.

35. The PPU reports received by UNDP do not adequately explain the issues and problems being experienced in Togo. In the latest report, covering the period July-December 1984, the six line summary states that "the project brief was finalized" and "is now being circulated to potential donors for financing". This oversimplifies a complex and still unresolved situation. The estimated cost of the project, in a table after the text, shows a cost estimate of \$2.1 million which was the estimate in the third draft of the project brief but has subsequently been revised in the fourth draft, sent informally to UNDP, WHO and DHE. The current version of the project cost estimate of \$1.5 million is the figure used in the documentation prepared by UNDP for the forthcoming donor's conference.

36. The second Togo project, mentioned in the same table in the recent progress report, is for a Lome drainage project. PPU has not been involved in this second project at all, except when it was postulated as a potential activity after the initial reconnaissance mission of April 1984. (The feasibility study for this drainage project has already been financed by the IDA credit for Lome water Supply).

### III CONCLUSIONS AND RECOMMENDATIONS

#### A. CONCLUSIONS

37. Although PPU began its work in Togo 18 months ago (October, 1983) and visited there on four separate missions, a project had not yet been finally prepared when the evaluation mission visited Togo in April, 1985. Presently proposed project costs are only 22% of those in the project as originally identified by the government and endorsed by PPU. The water supply authority originally expected to operate and maintain the scheme, RNET, will apparently not be involved at all.

38. The fundamental cause of the proposed reduction in service standards and costs seems to be the refusal of RNET to accept responsibility for operating and maintaining the water supply systems as originally proposed. This change in RNET's position seemed to be associated with World Bank perspectives on RNET's future role in the sector and not based on advice from PPU.

39. Many of the problems associated with PPU activities in Togo appear to be due to poor communications and misunderstandings. It seems that the PPU engineer was poorly briefed and trained for his responsibilities by the World Bank. Conflict concerning project concepts has been evident between the Washington headquarters and the Abidjan staff of PPU. Formal communications by PPU with the Togolese authorities were quite limited and many in Togo expected the Bank to finance the project rather than prepare it and help to find finance from others. Reports prepared by PPU have been unclear and the summary reports presented to UNDP have been over-simplified.

40. The strong supervision of PPU activities by Washington staff of the World Bank have tended to restrict the initiative of the PPU staff and to reduce their credibility in the eyes of the Togolese authorities and the UNDP representative in Togo. At the same time this strong supervision has resulted in a substantial change in the scope of the project and has forced the Togolese authorities to address important sectorial issues concerning service standards and village participation in operating and maintaining local water supplies.

#### B. RECOMMENDATIONS

41. PPU should quickly finalize and formally submit to the government the preparation report for the proposed water supply project. This report should be of higher quality than the presently available draft. It may unfortunately be too late to provide this report to potential financiers at the June 1985 round table conference of financing agencies in Lome. Nevertheless, it should be completed to an acceptable standard in order to bring this particular activity to a conclusion.



42. The World Bank, through its Washington staff or the PPU, should follow up to try to obtain financial support for the proposed project from potential donors, assuming prior agreement by the government of Togo. Alternatively, PPU could formally request the UNDP Resident Representative in Lome to seek such financing as this office seems to be very competent for such work, bearing in mind the UNDP role in preparation for the Donors' conference in Togo. In any case the responsibility for future contacts with financing agencies should be clarified and communicated to all concerned.

43. PPU should cease concentrating on Togo until the situation changes and there is a strong case for further intervention. Occasional contacts might be made, for example a brief visit every year or so, but further efforts do not appear warranted at this time as the primary sector constraints concern sector policies and institutions rather than the scarcity of foreign financing.

44. If PPU becomes convinced that there is a specific future project the preparation of which warrants PPU support, the methodology used for the five centers supply project should be changed. PPU staff should train Togolese planners to prepare projects rather than PPU staff doing the work independently. Selecting the appropriate Togolese planners to receive such training will require thoughtful analysis. After its initial reconnaissance in October 1983, the PPU staff suggested working with SOTED (Societe Togolaise d'Etudes de Developpment) in such endeavours. SOTED, jointly owned by the government and private consulting firms, might be a group who could profit from project preparation experience under the guidance of PPU. DHE is another obvious candidate to be considered in the case of water supply projects. In any case only a few people need to be trained in a country as small as Togo.

ETHIOPIA

COUNTRY REPORT

I. FACTUAL REVIEW

A. COUNTRY BACKGROUND

1. The available data on sector coverage is very unreliable. Figures available for 1983 indicate the following coverage of the various sections of the population:

	Urban water supply
40%	
	Rural water supply
4%	
	Urban sanitation
n.a.	
	Rural sanitation
1%	

The population of the country was estimated at 34 million in 1980, but has recently been revised upward, on the basis of new census data, to about 42 million. The population is approximately 80% rural and 20% urban.

2. The principal sector agency responsible for water related affairs is the National Water Resources Commission, which includes 4 major authorities:

- (a) The Ethiopian Water Resources Authority;
- (b) The Water Supply and Sewerage Authority;
- (c) The Ethiopian Water Works Construction Authority;
- (d) The National Meteorological Service Agency.

3. The Water Supply and Sewerage Authority (WSSA) is the body chiefly responsible for water supply, and is in charge of studies, design and installation of water supply schemes throughout the country, and makes use of the Water Works Construction Authority as a sub-contractor. The city of Addis Ababa is under the jurisdiction of WSSA for planning purposes, but otherwise operates as a largely independent entity with, however, large from the central Government. A number of other bodies have some responsibilities for urban water supply schemes, viz. Urban Dwellers Associations; Local Administration; and various Ministries, including Health, Mines, Industry, Urban Development and Housing. WSSA is principally responsible for urban sanitation as well as water supply. It should be noted that the term urban, generally denotes



a community of more than 2000 population, except for water sector purposes, in which case an urban community is defined as one expected to have a population of 10,000 by the year 1993-94.

4. The Environmental Health Services Department of the Ministry of Health carries out small rural water supply and sanitation schemes in rural areas, and is responsible for water quality control and health aspects throughout the country. The Department's water supply activities are concentrated on the protection of springs and hand-dry wells, and carries out about 250 such projects each year. Little is done in the areas of rural sanitation for lack of budget resources. Only 1% of the total National Health Budget is allocated for Environmental Health, and of that amount some 90% goes for salaries, leaving a negligible amount for field programmes. The Department of Environmental Health and WSSA operate in almost total independence from one another.

5. In the National Plan, drinking water supply enjoys third priority, after agriculture, including irrigation, and development of agro-industries. Following a number of sector studies carried out under the WHO/SIDA Cooperation Programme in the early years of the Decade, a "Ten-year Perspective Development Plan for the Water and Sanitation Sector - 1985-1995" was completed in late 1983, with assistance from Project RAF/82/004 building on the earlier work. The sector targets established in the 10-year Plan include 85% coverage of urban water and sanitation by 1995, and 35% coverage in rural areas.

6. Within the 10-year plan a 2-year plan of action (1984/85-1986) has been formulated, representing the first phase in the implementation of the 10-year plan. The second phase, on which work is currently underway, will be a 3-year plan, followed by a 5-year plan. The budget allocation for the sector for the initial 2-year action plan is approximately US\$70 million. The aim is to provide an additional 1,748,000 rural dwellers and 633,000 urban dwellers with clean drinking water during the 2-year period. The Plan calls for the construction of 1,200,000 pit latrines during the period by people themselves, and is not a realistic target because of the unpopularity of pit latrines among the rural population.

7. External donor and lending agencies currently providing assistance in the sector include CIDA, DANIDA, GTZ, UNICEF, UNCDF (with Italian support), the African Development Bank and EEC. The Government has been planning to hold a Donors' Workshop, and the preparations of the necessary documentation is underway. No date has yet been established, partly it appears because of the demands imposed on the WSSA by the emergency situation.

8. A National Action Committee and a Government Technical Committee, were established around 1980 and 1981, but they have rarely met and are now inactive. The UNDP office organized a Committee of UN



agencies and donors early in the Decade to support the above government mechanisms, which also met a few times, but has now fallen into disuse also. It should be noted however that a general Inter-Agency Meeting is held monthly under the chairmanship of UNDP, although not specifically concerned with Decade matters as such.

B. Project Activities and Inputs

9. In Ethiopia, the project has worked with and through the Planning and Programming Department (PPD) of the Water Supply and Sewerage Authority (WSSA). The PPD is responsible for short and long-term sector planning, within the framework of the Ten-Year National Development Plan; as well as for project preparation. The Department was established in 1982 with a small staff of about 5 engineers and an economist who had little experience in project preparation work. The aim of the Nairobi-based PPU has been to strengthen the capacity of the Department to carry out its responsibilities by working with the staff in sector analysis, formulation of a sector investment plan, and preparation of investment projects in a form suitable for presentation to donors and external lending institution. For the purpose of collaboration with the RAF/82/004, the staff as the PPD was designated of the "National PPU" with the head of the PPD as coordinator of the Team.

10. The approach adopted by the Nairobi PPU has involved a series of periodic short-term missions to Ethiopia, during which the work done by the National PPU since the previous visit was reviewed, and revised as necessary; and a specific work-plan for the next period drawn up. Between April 1983 (first reconnaissance mission) and April 1985, 10 visits of 5-7 days duration each were made by the PPU engineer, for a total of 64 days. On one mission he was joined by the Financial Analyst of the Abidjan-PPU for 7 days, and on one mission by a staff member of the UNDP/WB Handpumps Testing and Demonstration Project INT/81/026 for 7 days. Following each mission, a detailed report was sent to the Commissioner of the National Water Resources Commission (the parent body of WSSA) describing the work accomplished, and attaching a copy of the Work Plan for the next work period. Between visits, contact was maintained through telephone conversations as well as written comments on drafts sent by the National PPU to the PPU in Nairobi for review.

11. During the first year of the Project's collaboration with the National PPU, principal emphasis was placed on sector data collection and evaluation; review of existing feasibility studies and project reports; and the formulation of a 2-year Sector Investment Plan, as a framework for project identification and preparation. This work benefitted from studies previously carried out under the WHO/SIDA Cooperative Programme. During the past year project preparation work has been steadily expanding.

B Project Outputs

12. The main outputs resulting from the Project's collaboration with the Planning and Programming Department fall into two main categories: (a)



sector reviews and planning; and (b) investment project preparation. A third output has been some strengthening of the Department's capacity to undertake these kinds of activities, through the in-service training given to the National PPU members, and certain other activities described below. The specific outputs in categories (a) and (b) are as follows:

Sector Review and Planning Outputs

13. The following have been completed by the National PPU with advice and assistance of the Nairobi-PPU:

- (a) Financial Profile of Urban Water Supply Projects;
- (b) Financial Profile of Rural Water Supply
- (c) Ten-Year Perspective Development Plan for the Water and Sanitation Sector (1984-1994)
- (d) Two-Year Investment Plan (1984/85-1986), representing Phase I of the Ten-Year Perspective Plan.

Project Preparation

14. Prior to the initiation of Project activities in Ethiopia, Water Supply Feseability Studies had been carried out in 42 towns: 8 by Associated Engineering Services Ltd. (AESL, Canada) with joint financing from the Ethiopian and Canadian Governments; and 34 by German Water Engineering (GWE), funded by GTZ. Financing had already been obtained from the African Development Bank (ADB) for the design and construction of 3 of the towns studied by AESL (Canada), and the ADB has also expressed interest in financing the remaining 5, although a firm commitment has not yet been made. The Government of Ethiopia requested the PPU to give priority to the development of "project packages" based on the 42 existing feasibility studies that had been made, for immediate funding by donors (to be identified).

15. Following a review of the 34 individual feasibility studies, not yet funded, and selection of priority towns, 2 such project proposals (packages) have been prepared by the National PPU with the assistance of RAF/82/004 as follows:

- (a) "Ten Towns Water Supply Project Proposal (Final Planning Report", September 1984)
- (b) "Special Water Supply Project Proposal in Six Rural Towns of Ethiopia" (Final Planning Report, January 1985)

Both of these package proposals are based on the 34 feasibility studies carried out by German Water Engineering and summarise the information contained in these studies, regarding location, populations, socio-economic conditions, existing water supply, alternative water resources, preferred

options and cost estimates for each of the towns undividually, plus general sectoral background information.

16. The total population of the 10 towns to be covered by the "Ten-Towns Project" is estimated at 150,400 in 1985, projected to rise to 245,550 by 1995\*. The proposal has been presented by the Government of Ethiopia to FINNIDA for possible financing, following an indication by FINNIDA that the Agency was interested in assisting water supply in Ethiopia. No decision has yet been made.

17. The 6 towns included in the "Six Towns Project" have an estimated collective population of 69,100 in 1985, projected to rise to 113,090 by 1995\*. The project has been submitted by the Government to DANIDA, and the

18. Two additional project proposals have been prepared by the National PPU:

- (a) Rehabilitation of Rural Water Supply Schemes in Wollo and part of Tigray Administrative Regions (April 1985); and
- (b) Rehabilitation of Rural Water Supply Schemes in the Central Region (February 1985)

19. The first of these projects aims at the rehabilitation of existing hand-dug wells and bore-holes in two districts affected by the drought, and would serve an estimated population of 117,500, or about 6% of the total rural population of the two districts. The total financial requirement for implementing the project is approximately US\$ 1.5 million, of which 90% is sought from an external donor. The Government has approached GtZ for possible support, but has been informed that GtZ is not in a position to support the project at present given its other commitments in the country. The Mission has not seen the rehabilitation project proposal for the central region and is unable to provide details.

#### Training and Institution - Strengthening

20. Apart from several initial training sessions for the WSSA/PPU - Team conducted by the Project at the beginning of its work in Ethiopia, no formal training exercises have been organised for sector staff in Ethiopia. The initial training exercises consisted of the review of existing feasibility

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\*These population estimates may be under-stated, since they are based on estimated 1980 populations and estimated growth rates. For the country as a whole, a recent census has resulted in an estimated total national population of 42 million, instead of 34 million as previously estimated. The mission was given to understand that DANIDA has shown interest. The Mission was unable to confirm this, due to the fact that no DANIDA representative was in Ethiopia at the time of the visit.



studies, by the national Team, plus discussion of the findings with the PPU engineer, with particular attention to alternative water sources and supply systems, as well as design and cost criteria. The only other training given has been of an in-service nature, as a by-product of the collaboration between PPU and local staff as described above.

21. PPU staff assisted in the preparation of a proposal for a Managerial Study of the Water Supply and Sewerage Authority (WSSA) aimed at strengthening the authority's organisational structure as well as its operational and financial systems. No source of funding for the study has been found.

A technical support project proposal was also formulated, providing for a full-time resident expert in project planning and preparation work to back-stop the PPD in its work but, again, the necessary funds have not been found.

#### Other Outputs

22. Other outputs produced by the National PPU with varying degrees of assistance from the Nairobi PPU include:

- (a) Research studies on Tariff Structure, Water losses and Material requirements for the Ten-Year Sector Perspective Plan. (completed)
- (b) Initiation of work on an "Eighteen-Town Project Proposal" (the balance of the 34 towns for which feasibility studies were made by German Water Engineering) (on-going).
- (c) Initiation of work on a "Five-Town Project Proposal" (remaining 5 towns of the 8 started by AESL (Canada) for presentation to the African Development Bank. (on going)
- (d) Preparation of a Budget Study Manual for use by municipalities which have responsibility for water supply systems (ongoing)
- (e) Documentation for the proposed Donors Workshop, now tentatively scheduled for latter 1985 after several postponements, including some 12 papers on various aspects of sector development, outlines for which were prepared by the Nairobi-PPU.

## II APPRAISAL OF PROJECT ACTIVITIES AND RESULTS

23. The selection of Ethiopia as a "core country" (country of concentration) for attention under RAF/82/004 appears to the Mission to have been an appropriate decision and in conformity with the intent of the Project Document. The country is one of the least developed in Africa with a great need for increased drinking water supply and sanitation. While agriculture

(including irrigation) and development of agro-and light industry are the two chief priorities in the country's National Development Plan, water supply has also been given high priority. Unlike many other countries, responsibility for water supply is not fragmented among numerous agencies, but largely concentrated in the National Water Resources Commission (NWRC) and its subsidiary body the Water Supply and Sewerage Authority (WSSA), providing a structure and influential counterpart body for PPU project activities in Ethiopia. Both the NWRC and WSSA are open and receptive to external technical and financial assistance, and have welcomed the Project's collaboration in their activities. Finally, the Project has been very timely, in that groundwork laid by the WHO/SIDA Cooperative Programme and RAF/82/041 had set the stage for detailed planning and project preparation activities.

24. In addition, the NWRC and its subsidiary units are the result of a recent reorganisation of sectoral responsibilities, and the Planning and Programming Department of the WSSA is barely two years old. Thinly staffed with personnel largely inexperienced in water supply sector planning and project preparation, the Project has proved to be a timely supporting factor to the WSSA and its Planning and Programming Department.

25. Given the fact that the Nairobi - based PPU must provide services to several countries of Eastern Africa the method of work adopted in Ethiopia has been sound. The periodic missions mounted by the PPU have been well prepared and followed up. The preparation of a detailed Work Plan for each succeeding period has provided a clear focus for the work, and a bench-mark for assessing progress.

26. The principal objective and output envisaged for Project RAF/82/004 is the preparation of investment projects and eventual funding of the prepared projects by external donors. If it is not to be a mere random exercise of doubtful benefit to the country, project identification and preparation must be carried out within the framework of a Sector Development Plan with defined priorities formulated on the basis of adequate data and sector reviews and analysis. When Project operations were initiated in Ethiopia in 1983 valuable work on data collection and sector analysis had been done by WHO/SIDA but Sector Plans were still under formulation. The selection of PPU activities described above, therefore appears to the mission to have been correct. As noted above, project preparation (the main objective of the project) is now receiving steadily increasing emphasis although it has not yet begun to generate additional external finance.

27. The short time which the Mission spent in Ethiopia plus the particular expertise of the Mission members, has not made it feasible for the team to carry out a full technical evaluation of the documentation produced by the National PPU with Project RAF/82/004 collaboration. The following observations on the project proposals which have been prepared are offered, however.

28. The "Ten Town Project Proposal" and "Six Towns Project Proposal" (the first two projects prepared by the national PPU) are, as already



mentioned, summaries of information drawn from detailed feasibility studies carried out by a German consulting firm. They are clear, concise documents of a largely non technical nature, designed to inform a prospective donor of the general scope of the needs and nature of the proposed water supply schemes. As such, they appear to be useful documents as a basis for donor consideration. But it still remains to be seen what additional information potential donors may require. The head of WSSA/PPD mentioned to the Mission that the five towns project proposal presently being prepared for the African Development Bank (on the basis of previous Canadian feasibility studies) will be more detailed. The documents previously formulated, for example, do not deal with project implementation aspects; relation of water supply and sanitation; arrangements for operation and maintenance; and cost recovery aspects. Presumably these matters will be addressed at the Project design stage after interested Donors are identified.

29. The project proposal for Rehabilitation of Rural Water Supply Schemes in Wollo and Tigray Regions represents a step forward for the national PPU team, in that it is not based on previous studies carried out by other consultants. It is also noteworthy that the proposal was produced without any major input from the Nairobi PPU, reflecting increased capacity of the WSSA/PPU. However, the Project Proposal is a relatively simple and non-technical document, consisting largely of an inventory of individual dug wells and bore holes, and their repair requirements with cost estimates.

30. Weakness in the Sector Plans and Project Proposals produced to date, is the lack of integration between water supply and sanitation aspects. The ultimate objective of the International Drinking Water Supply and Sanitation Decade, is not only increased coverage in both these areas, but improvement of health. This requires integrated water and sanitation planning, so that newly constructed water supplies (dug wells/bore holes/protected springs, etc) will not be contaminated due to inadequate sanitation and sewerage facilities. This problem can be addressed only through close cooperation and joint planning between the NWRC/WSSA, which is primarily responsible for water supply, and the Ministry of Health, which through its Department of Environmental Health (MoH/DEH), has responsibility for rural sanitation as well as some responsibility for rural water supply. Both WHO and the Nairobi-based PPU have called attention on numerous occasions to the need for greater collaboration between the various departments in planning and project formulation, but thus far to little avail.

#### Coordination with WHO/RAF/82/041

31. A Liaison Engineer (or "antenna") was posted in Ethiopia as early as 1980, under WHO/ICP/002 (later expanded under RAF/82/041). By the time of the Nairobi PPU's first mission to Ethiopia, (April 1983), five sector studies had been carried out under the WHO/SIDA cooperative programme as a prelude to formulation of a Decade Plan, and work on the Ten-Year Perspective Plan for Water Supply was underway. Feasibility studies, as mentioned earlier, had been carried out for 42 towns, and increasing priority was being placed by WSSA on project preparation for submission to donors. It was therefore agreed



between the Liaison Engineer of RAF/82/041 and the PPU of RAF/82/004 that the latter would now assume principal responsibility for continuing work in the area of sector planning and project preparation in cooperation with the WSSA/PPU. This division of labour was appropriate. Joint discussions have been held between the Nairobi-PPU staff and the WHO Liaison Engineer on the occasion of each PPU mission, and relations have been cordial. These has, however, been no real coordination in the sense of joint action at the working level, since the activities of the PPU have, in effect, picked up where the earlier WHO inputs left off.

#### Coordination with TAG and the Handpumps Project

32. One of the 10 missions to Ethiopia by PPU-Nairobi was a joint mission with a staff member of the Handpumps Testing and Demonstration Project (INT/81/026) in September 1983. A principal purpose of the mission was to review the situation of rural water supply (wells and handpumps primarily), for which purpose a 3 - day field trip was undertaken. Discussions were also held with the Faculty of Technology of the University of Addis Ababa regarding the possible initiation of local handpump manufacture. The outcome of this mission was the formulation of an (outline) project proposal for a Handpump Maintenance Training Programme. The status of the proposal, and what follow-up has been undertaken by the government is not known.

33. The TAG Project has not yet initiated any activities in Ethiopia, but the Department of Environmental Health of the Ministry of Health would welcome its assistance. The Department is steadily moving away from ordinary pit latrines as the traditional rural waste-disposal facility, and has begun experimenting with Ventilated Improved Pit (VIP) latrines in Addis on its own initiative. The Department feels the need for technical support and cooperation in this area.

#### General Assessment and Recommendations

34. On the basis of its investigations in Ethiopia, and its review of the various outputs produced by the Project, the Mission's general assessment is that the Project has definitely been helpful to the Government of Ethiopia in its efforts to develop the water supply sector. This conclusion is in conformity with the views expressed to the Mission by senior officials of the National Water Resources Commission; The Water Supply and Sewerage Authority and its Planning and Programming Department; and by the UNDP Resident Representative and other UNDP officers who are well acquainted with the Project's activities in Ethiopia.

35. In addition to the specific outputs discussed above, there is no doubt that the Project has served to strengthen in some degree the capacity of the WSSA/PPD (the National PPU) in the areas of sector analysis, planning and project preparation. The expertise of the staff in the last named area still remains largely un-tested, however, as there is a large gap between summarising already existing feasibility studies and identifying simple rural water rehabilitation projects, versus self-initiated project identification and pre-feasibility work on more complicated types of projects and systems.



36. There have been some weaknesses in the project's activities in Ethiopia.

- (a) The visits of the Nairobi-PPU have been generally of very short duration, i.e. about 6 days each on the average, but frequently of only about 4 days. Intervals between visits have varied greatly, but have sometimes been as long as 6 months. The Coordinator of the National PPU team expressed the view that longer (if less frequent visits) would have been more helpful.
- (b) The lack of participation in the mission by the Financial Analyst has been a serious drawback to the work of the National PPU and its in-service training. Insufficient expertise in financial aspects of planning and project preparation, including cash flow analysis, was cited by the PPU Coordinator as the present main weakness of his staff.

### III. RECOMMENDATIONS

37. The National PPU has now reached the stage where more sustained, intensive and advanced training in project identification and preparation is required if forward momentum is to be maintained. This cannot be provided adequately by periodic short term visits of the type carried out by the Nairobi-PPU over the first 2 years. The following measures were discussed jointly by the concerned government officials, the Nairobi-PPU and the mission, and the mission recommends as follows:

- (a) Participation of several National PPU-Members in the next regional training course to be organised by the WB/Economic Development Institute in Africa i.e. in Malawi in late 1985.
- (b) Participation of the National PPU-Coordinator (Head of the WSSA Planning and Programming Department) in a 3-months EDI course at WB Headquarters.
- (c) Organization in Ethiopia, in 1986, of a 2-3 weeks Training Programme in Project Preparation for National PPU-staff, along the lines organised by the Asian PPU in Thailand. (See Evaluation Report on RAS/82/001).
- (d) Provision of a full-time expert to work with the National PPU for a period of 6-12 months, primarily to provide intensive training in more advanced areas of project preparation and financial analysis. This need was discussed with the UNDP Resident Representative in Addis, who indicated sympathetic consideration should the government submit a request.

KENYA

COUNTRY REPORT

I. FACTUAL REVIEW

A. Country Background

1. The 1985 population of Kenya is estimated at about 19 million, of which approximately 16 million or 84% live in rural areas. The annual population growth rate is estimated at 4%, one of the highest in the world. The country's economic performance since Independence has been generally very good, with the growth of Gross Domestic Product (GDP) averaging about 6.6% per annum. The growth rate has been declining in recent years, and is presently barely keeping pace with population growth, if not lagging behind. The country is currently in its Fifth National Development Plan, which places heavy emphasis on decentralisation of development activities down to the District level. Administratively, the country is divided into 8 Provinces, and 41 Districts.

2. Several agencies are involved in varying degrees in the development, operation and maintenance of the water supply and sanitation sector. The Ministry of Water Development (MoWD) is charged with the overall responsibility for water development, catchment protection and water pollution control. MoWD is also the major operation and maintenance organization in the sector and at present operates some 300 gazetted schemes and some other schemes taken over from County Councils. In addition, MoWD, in liaison with the Ministry of Local Government (MLG) develops sewerage and sanitation facilities aimed at improvement of public health. Responsibility for rural sanitation and health education rests with the Ministry of Health (MoH) which also plays a supervisory and policing role on water quality and sewage disposal as it affects public health.

3. The MLG oversees all the local authorities and assists in providing finance for development of water and sanitation projects in some of the principal towns. Only one local authority, Nairobi City Commission, is autonomous. The Ministry of Culture and Social Services (MoCSS) supports self-help schemes in rural areas. Most MoCSS functions are now being carried out in liaison with the District Development Committees (DDC) in line with the new District Focus Policy. The DDC is now playing a leading role in initiating projects, soliciting community participation and establishing district project priorities before submission to the various executing ministries of the Central Government. Other relevant sector institutions are Ministry of Lands and Settlement (MLS), River and Lake Basin Authorities and Non-Governmental Organizations (NGO's).

4. According to some sources the whole urban population, estimated at about 3.0 million in 1985, is either served from piped water supply schemes or has reasonable access to public systems. The quality of supply is usually



better in the larger towns than in smaller towns. The urban core population is usually supplied through metered individual connections with urban fringe groups having limited access to safe potable water. Usage is not excessive, ranging from 70 to 160 liters per capita per day (lcd). However, due to high population growth, some of the larger cities have not been able to keep pace with water demand. Severe shortage in the two major cities of Nairobi and Mombasa are being largely reduced by World Bank financed projects.

5. Currently, about 26 urban centres have water-borne sewerage systems. This represents about one per cent of the country's population as a whole. About 6% of urban dwellers use septic tanks and 25% use pit latrines. Overall urban sanitation coverage is estimated at 40% with the remainder having no proper sanitation facilities. Sewerage systems, usually separated from storm water drainage, are operated and maintained by urban councils. Operation and maintenance, except for Nairobi, is generally poor.

6. The present rural population, estimated to reach almost 16 million in 1985, generally has limited access to improved water supplies despite recent and ongoing rural water projects. The percentage of rural population with access to improved water supplies has been variously reported between 4 and 25% with widely varying figures from province to province. The vast majority of the rural population carries water over considerable distances from natural sources, which are often polluted, insufficient or unreliable. A small portion of the currently served rural population has individual connection, and the balance draws water from communal water points (CWP), kiosks, protected springs or wells. Water usage ranges from 50 lcd for individual connections, to about 10 lcd for others.

7. Rural Sanitation has been and still is, widely neglected. The proportion of the rural population with access to adequate sanitation facilities varies widely between districts, according to the state of development and cultural habits from less than 1% in the Turkana/Rift Valley to about 45% in five of the wealthiest districts. Nation-wide coverage averages between 20% and 30%. County councils, supported by health inspectors, are responsible for supervising rural sanitation and refuse disposal activities.

8. A great many donors are active in supporting development in Kenya. The principal Donor Agencies providing external assistance in the Rural Drinking Water and Sanitation Sector in Kenya are SIDA, FINNIDA, and the Netherlands.

#### Decade Activities

9. Activities specifically related to the IDWSSD were initiated officially by the Government of Kenya with the establishment of a National Action Committee in October 1981. Membership on the Committee includes representatives of the Ministries and Departments involved in sector development. The NAC is not an active body and seldom meets.



10. A Technical Support Team (TST) comprising UNDP, representatives of the major Donors, NGO's and Government representatives, was also established at the outset of the Decade, but also meets only rarely. A meeting was convened by the Resident Representative for the benefit of the Evaluation Mission at the beginning of the Mission's work in Kenya.

11. The initial emphasis of the Government within the framework of the Decade was placed on the formulation of a Sector Plan, aimed at improving substantially the access of both urban and rural populations to adequate and safe drinking water and sanitation. For this planning effort support was provided by SIDA through the WHO/SIDA Cooperative Programme, under which a number of sector studies were carried out; and by the WHO/World Bank Cooperative Programme (Geneva) which completed the formulation of a Draft Decade Plan in February 1982. A thorough review of the Sanitation sector was carried out at a Workshop on Sanitation held in Mombasa in June 1982. It is highly probable that the results of this preliminary work had some impact on the proposals for Water Development contained in the Fifth National Development Plan (1984-1988), although it is not possible to establish a direct linkage, and the Plan states that the main objectives for water development during the Plan period "will remain essentially the same as those for the Fourth Development Plan (1979-1983)" (p. 160).

12. In order to consolidate the results of the studies and other work just described, and to move into the next stage of Sector Planning, i.e. the formulation of a concrete Sector Investment Plan, a National Planning Team (NPT) was formed in early 1984, in collaboration with the PPU.

#### B. Project Activities and Inputs in Kenya

13. Project activities were initiated in Kenya with the arrival of the PPU Engineer in September 1982 and the subsequent arrival of the Financial Analyst in March, 1983. Following a period of reconnaissance in Kenya and neighbouring countries of the region, the activities of the PPU have been concentrated in 2 principal areas, viz. (a) Assistance to the Planning, Programming and Design Department of the Ministry of Water Development (the Project's counterpart agency in Kenya) in the preparation of a Sector Development (Investment) Plan; and (b) Close collaboration with a number of Donor Agencies in the identification and appraisal of water supply and sanitation projects. The latter has been the predominant activity of the Project, and has accounted for most of the 2238 man-hours of work devoted to Kenya by the PPU from August 1982 to March 1985. The work-time devoted to Kenya represents 23 per cent of the total working time of the PPU since its establishment, and is roughly equal to the time spent by the team on work in the other 2 core countries (Ethiopia and Uganda).

14. It was agreed that the Nairobi-based PPU would provide general assistance to the MoWD in the formulation of a Sector Development (Investment) Plan, and that two consultants would be provided by the World Bank, to be financed under the then current Bank-supported Rural Water Supply Programme (a loan which has since been terminated). As a first step, the PPU



formulated a Framework Paper containing a work plan and guidelines for the preparation of a detailed Development Plan for the Sector. Terms of reference for the consultants to be provided by the Bank were also prepared by the PPU.

15. The two Bank consultants worked with the National Planning Team from 20 August 1984 to 15 September 1984, and during that time produced an Interim Water Supply and Sanitation Review Report. They were unable to proceed further, due to the termination of the Bank loan under which funding had been provided. The data gathered during their stay in Kenya was insufficient to complete the intended Investment Plan, and work on the project has been halted since. In March, 1985 UNDP Nairobi was requested by the Ministry of Water Development to provide \$ 50,000 under the country IPF for consultants to finish the work, and to hold a Workshop to review the Plan when completed. This official request was stimulated jointly by PPU and the Project Engineer based in Addis under Project RAF/82/041, who had undertaken a 2-week mission to Nairobi in February-March 1985, and as agreed with PPU subsequently wrote to the Ministry suggesting that an official request be submitted to UNDP. In the meantime, PPU had initiated similar discussions with the Ministry and had prepared a draft outline Project Document, an example of coordination between the 2 projects.

16. The activities of the PPU in the area of project identification and preparation have consisted primarily of collaboration with FINNIDA in the formulation and appraisal of a large-scale Rural Water Supply and Sanitation Project in Kenya's Western Province; and similar collaboration with SIDA in the development of a major Community Water Supply and Sanitation Project in Kwale District. The Team also participated in the appraisal of the World Bank financed Third Urban Project (for 5 secondary towns) shortly after taking up work in Kenya; and provided some advice to the Dutch authorities and their consultants in the preparation and review of a Rural Water Supply and Sanitation Programme financed by the Netherlands in Nyanza District, in collaboration with the Lake Basin Development Authority, an autonomous Government body. Details are given in the following section.

#### C. Project Outputs

17. In the area of Sector Investment Planning, the specific outputs resulting from PPU activities in collaboration with the National Planning Team and World Bank consultants, ( as described above in paragraphs 14 and 15) have been an Interim Sector Review, and a Work Plan for completing the proposed Sector Investment Plan. Assuming that the additional consultant funds requested from UNDP will be approved as anticipated, the Sector Plan is expected to be completed by mid-1985. In the area of Project Preparation, the specific contributions of the project have been as follows:

#### Western Province Project.

18. The activities and outputs of the PPU have been:

- (a) An Appraisal Mission Report (March 1983), in which the PPU, and staff of the Handpumps and TAG projects participated (together with



Finnish consultants and Government of Kenya officials). PPU staff led the Mission, which followed upon the preparation of an initial project proposal by a Finnish consultant firm.

- (b) A Review of the Project (September 1983) undertaken by a PPU-led Mission similar to the one just described.
- (c) A second Review of the Project carried out by PPU and Handpumps Project in November 1984.

The first phase of the Project is expected to provide safe drinking water supplies through the construction of dug wells, drilled wells and protected springs to 200,000 people by the end of 1985. A sanitation component is included. An appraisal of the Proposed Second Phase of the Project (formulated by a Finnish Consultant firm) is scheduled to begin in May 1985, with PPU and Handpumps Project staff participation.

#### Kwale District Project

19. In connection with the Kwale District Project assisted by SIDA, the outputs have been essentially similar, viz,

- (a) Initial project identification (June 1984) prepared jointly by the PPU in collaboration with the UNDP/WB Handpumps and TAG projects. (known jointly in Kenya as the "World Bank Water Group).
- (b) Final preparation of the Project Appraisal Report (March 1985) resulting from the Appraisal Mission fielded in February and March, in which the World Bank Water Group participated with Government experts, and SIDA officials and consultants.

20. The Kwale Project aims at providing safe water to about 85,000 people by 1988, through the construction of low cost point source facilities, viz. dug and drilled wells, protected springs and rainwater catchments. The project includes a sanitation component, as well as community involvement and health education aspects, in which NGOs are involved with SIDA support.

#### SECTION II - EVALUATION

21. The PPU's close working relationship with Donors in Kenya in the area of project preparation is in marked contrast to the team's approach in Ethiopia and Uganda, where it has worked almost exclusively with government sector agencies. The approach in Kenya is a reflection of the rather unusual relationship which exists between the Central Government - viz - the Ministry of Water Development - and external aid agencies. The MoWD has been generally passive in initiating water supply programmes throughout the country, a tendency which has recently become more pronounced, under the current policy aimed at decentralising development activities down to the District Level (District Focus Policy). Within the past year, for example, some 40 engineers have been transferred from the Ministry in Nairobi to the Districts.



22. On the donor side, a number of aid agencies have been active in supporting rural water supply over the past decade, notably SIDA, FINNIDA, and more recently the Government of the Netherlands. A situation has evolved in which the Donors are taking the principal initiatives, with, of course, the Government's acquiescence. Project implementation at the field level is also largely in the hands of Donor country nationals. Another fact to be borne in mind regarding PPU/Donor collaboration is that FINNIDA was the first supporter of the PPU concept in Kenya, and provided preparatory assistance to get the unit started before UNDP support was formally approved.

23. On the basis of discussions which the Mission had with representatives of FINNIDA, SIDA and the Netherlands with whom the PPU has worked, as well as its own perusal of the documentation prepared by PPU on the projects mentioned above there is no doubt that the PPU's inputs have been considered very useful and greatly appreciated by the Donor agencies. As explained to the Mission by the Donors' representatives, they cannot leave the final design of rural water supply schemes entirely to their own national Consulting Firms because of the firms' in-built tendency towards western-style and more costly approaches, involving over-reliance on imported equipment, plus insufficient attention to social aspects, and technical support requirements. While Donors feel obliged to use such firms for initial project preparation they need a more objective review and appraisal of the initial work by an objective agency more familiar with local conditions. The PPU, jointly with the Handpumps and TAG teams, have played this role effectively in the final design of the Western Province and Kwale District projects. Their contribution to the Netherlands - funded Nyanza District project has been considerably less, mainly because their inputs were requested at a rather late stage, and prior commitments prevented adequate involvement by the PPU.

24. The Western Province Project as now designed breaks new ground in the following ways. A sanitation component, identified by TAG during project appraisal, is included, and is now being implemented under a parallel Primary Health Care Project supported by FINNIDA. Community participation is included as an integral component of the project and some 600 village water committees have been established to date. Maintenance artisans are being trained, and about 70% of all maintenance operations are reportedly being paid for by the water committees.

25. The Kwale District Community Water Supply and Sanitation Project represents the initial phase of the Government's long-term sector development programme for Kwale District in the Coast Province of Southeast Kenya, and is being financed as a major component of SIDA's rural water supply programme in Kenya. The idea for the project was influenced by the positive results obtained by the South Coast Handpumps Project (SCHP), a pilot/demonstration project started jointly by MoWD and the UNDP/World Bank Handpumps Project (INT/81/026) with a grant from SIDA channeled through UNDP. The SCHP represented a new approach by the MoWD to rural water supply, based on the provision of low-cost, point-source supplies with community involvement in decision making, construction and maintenance - in place of the piped-water schemes emphasized during the 1970's, and now recognised to have been a failure.



26. The 2 projects appear to herald a significant shift in the Government's and Donors' rural water supply policy which, as mentioned, has until now been based on piped water schemes and which, despite the evident failure of that approach, the MoWD has been reluctant to abandon. One senior official of the Ministry informed the Mission that he would now very much set to see the "Kwale-type" project replicated in other areas of the country.

27. The only close working relationship between the PPU and the MoWD which the Mission has been able to identify, has been collaboration in the effort to produce a Sector Investment Plan, described above, and only partially completed to date for the reasons explained. The PPU has the impression that its relationship with the MoWD officials with whom it has been dealing have become somewhat less cordial of late, and the Mission also detected some signs of this. The reasons are not entirely clear, but may in part reflect the Government's strained relations with the World Bank, following the failure of the Bank-supported Rural Water Supply Project and recent termination of the loan.

28. While the PPU's work in Kenya has had a very positive impact on the design of several important rural water supply projects, it cannot be said to have generated additional external investment in the sector, as was originally intended when the project was established, since the Donors concerned had already made their investment decisions. The PPU's impact has rather been on the quality of the final projects, and, corresponding, on their eventual viability and usefulness to the country. Conversely, the aid provided by the respective Donors has been made more cost-effective, and this, in turn, might possibly help improve the "external aid climate", since project failures and wastage of Donor funds are certainly damaging to future assistance.

29. On the negative side, PPU activities in Kenya have made little if any contribution towards strengthening the capacity of the MoWD itself in project identification and preparation. It appears to the Mission that this probably could not have been otherwise, given the general situation described in paragraphs 21 and 22 above, and the MoWD's apparent lack of interest in working directly with the PPU in project preparation. It may be noted that some 50 expatriates already hold positions in the Ministry, in both advisory and executive positions.

#### Coordination with Related Projects

30. Coordination between RAF/82/004 and RAF/82/041 has been minimal in Kenya. The Addis Ababa antennae now makes infrequent visits to Kenya, the most recent one having taken place in February-March 1985, for about 2 weeks. His previous visit had been in 1983. During these visits, contact between the 2 projects has been limited to discussions and exchange of information, except for the coordination of effort, described above, to persuade the MoWD to submit a request to UNDP for completion of the Sector Investment Plan. This general lack of coordination is not surprising, since the "promotional phase" of the Decade in Kenya is now over. (see Evaluation Report on RAF/82/041, Part II - FINDINGS)



31. Coordination between the PPU, the Handpumps Project and TAG have been excellent and very productive, with the 3 projects functioning, in effect, as a multi-disciplinary Water Development Team, as the group is commonly known among donors and government officials in Kenya.

### III. Recommendations

32. The mission's view is that the PPU should gradually disengage itself from direct work with Donors in Kenya, except on a highly selective basis in relation to Donor financed projects which have significant policy implications or pioneer new approaches in the country. This would free the Unit for more intensive work in other countries of the region, where project preparation work can be linked more closely with the training of national engineers, in project design, operation and maintenance. Discussions should be held with Donors who want continued services from the PPU as to whether they would be willing to pay for such services in the future, since it is not evident why a UNDP/WB project should provide full services when Donors are already paying large sums to National Consulting Firms for work on the same projects.

33. When the Sector Development Plan, now under preparation, is completed, the PPU should try to establish closer working relations with the MoWD Planning and Design Department for the preparation of priority national projects for negotiation with potential Donors.

34. The need for training Kenya nationals in project identification and preparation work should be reviewed, and proposals formulated.

Uganda

Country Report

Note. A visit to Uganda was not included in the Mission's itinerary or Terms of Reference, and it was therefore not possible to carry out an in-country appraisal. However, since Uganda is one of the three core countries on which the Project has concentrated during the past two years, the mission reviewed the extensive documentation on the PPU's work there, which was available in the Project office in Nairobi. The documentation includes correspondence with the Government; back-to-office reports following each mission to Uganda; copies of the Terms of Reference prepared by the Unit for consultants needed for the preparation of the Uganda Sector Development Plan, (financed by UNDP under UGA/84/008;) the Interim Report on the Plan (August 1984); the final version of the Plan (May 1985); and a Project Document prepared by the PPU for UNDP-assistance in support of follow-up work needed to prepare a sub-sectoral plan for Rural Water Supply and Sanitation Development, including support for drilling operations. The project proposal is presently under discussion between UNDP /UNICEF/PPU and the Government of Uganda.

In addition, the Mission cabled the UNDP Resident Representative in Kampala requesting his views on the work of RAF/82/004 (and RAF/82/041) in Uganda, and his assessment of the impact, but no reply had been received by the time this report was drafted.

Inputs and Activities of the Project

1. PPU's involvement in Uganda started in October 1983, when the Engineer and Financial Analyst participated, at the request of the World Bank, in a Bank appraisal mission of a proposed Water Supply and Sanitation Rehabilitation Project in Seven Towns (in support of which a WB/IDA loan of US\$ 28 million was subsequently approved).

2. This mission provided an opportunity for the PPU to become acquainted with officials of the Ministry of Lands, Mineral and Water Resources (MoLMWR) - the main water sector agency in Uganda - and to discuss the need for PPU-assistance in the country. The result was a request from the Government for help in completing a Water and Sanitation Sector Development Plan. PPU agreed, and subsequently made several visits to Uganda, for a total of 1511 man-hours (between October 1983 and March 1985) devoted to work in the country, representing 15% of the PPU's working time during the period. The financial analyst was heavily engaged in the programme. The Government counterpart organization has been a National Task Force established in early 1984, comprising 6 - 7 representatives of the MoLMWR, the Ministry of Health (MoH) and the Ministry of Economic Planning (MoEP).

3. Sector Planning in Uganda had been initiated under the WHO/SIDA Cooperative Programme around 1980 - 1981 at which time a number of studies related to sector development had been carried out. The resulting



documentation included a Decade Action Plan for Uganda in Water Sanitation (November 1982); a decade Action Plan for the Rural Sanitation Sector (November/December 1982); and a Manpower and Training Study, carried out by World Bank consultants in connection with the Seven Town Project referred to above. The end-result of this preliminary work was a WHO/SIDA Rural Water Supply Development Programme (January 1983) and a National Action Plan for Uganda (April 1983). The next step required was the preparation of a detailed Sector Development (Investment) Plan, as requested by the Government).

4. Following review and analysis of the documentation just mentioned, and other relevant material, two consultants were engaged to prepare the Sector Plan. Funds for this were provided by UNDP under Project UGA/84/008, on the basis of Terms of Reference and a draft Project Document prepared by the PPU. The consultants worked with the National Task Force to produce an Interim Report (August 1984), which was further revised after review by the Task Force. The Final version entitled "Water Supply and Sanitation Sector Development Plan, 1985 - 1990" was published in May 1985.

#### Outputs of the Project

5. The principal output of the Project in Uganda has been the Sector Development Plan just referred to. The attached copy of its Table of Contents indicates its scope and structure.

6. A preliminary meeting with donors was organised by the Government in Kampala on May 14, 1985 to acquaint them with the general outlines of the Plan and the Investment Plan Projects and Support Programmes identified therein. Information on the Meeting and its outcome was requested by the Mission, in a cable to the UNDP office/Kampala, but no reply was received.

7. As a first step in following-up the Plan, the PPU has prepared Terms of Reference for consultants to prepare a programme for Rural Water Supply Development, including support of a well-drilling programme for which the Government of India has agreed to provide 20 drilling rigs. A request for the necessary funds (about US\$40,000) is being prepared by the PPU jointly with UNICEF/Uganda and will be officially submitted to UNDP/Uganda by the Government in the near future.

8. The PPU will return to Uganda in June or July 1985, to begin discussions with individual Donors to ascertain their potential interest in projects identified in the Plan.

#### Appraisal

9. The assistance provided by the PPU in the preparation of a Sector Development Plan was requested explicitly by the Government of Uganda, and was timely in that it has consolidated and further developed a considerable body of preparatory work carried out earlier under the WHO/SIDA Programme, and other related activities. The resultant Plan contains a realistic estimate of investment requirements in the short and immediate term, and identifies priority investment and technical support projects. As such, it represents a

solid basis for further project preparation work, and an important instrument for Government's negotiations with potential donors. It may be noted that the sector Planning exercise has resulted in a substantial down-scaling of the original Decade targets, based on a deeper and more realistic analysis of required investment, prospective resources, and sector capacity.



ANNEXES

- I. Mission Terms of Reference
- II. Draft outline for Report of the Evaluation Mission
- III. Suggested Itinerary for Evaluation Mission
- IV. List of Persons Met
- V. Summary of UNDP/IBRD Decade Activities in Africa
- VI. Summary of Decade Activities in Africa by WHO/AFRO  
Sub-regions

ANNEX I

Mission Terms of Reference for a Joint UNDP/World Bank/WHO Evaluation on RAF/82/004 Preparation of Water and Sanitation Investment Projects and RAF/82/041 Support to National Activities for the International Drinking Water Supply and Sanitation Decade (IDWSSD)

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I. Background

1. The UNDP is financing two major inter-country projects in support of the goals of the International Drinking Water Supply and Sanitation Decade in Africa, which are the focus of this evaluation.

2. WHO Project RAF/82/041 "Support to National Activities for the International Drinking Water Supply and Sanitation Decade" which is executed by WHO was approved in November 1982 for three years for a total of \$1,000,000. It has as its main objectives to assist countries in formulating their Decade programmes and project proposals for external assistance, and in conducting technical studies of priority to the achievement of their Decade goals. The UNDP project finances three advisers (sanitary engineers) who are managed by WHO's AFRO office in Brazzaville as an integral part of their own Decade Regional Advisory Team (ICP/BSM/002) which began in 1979 with three advisers stationed in Bamako, Addis Ababa and Lusaka. The UNDP-financed advisers are presently based in Lome and Yaounde and Harare. Each adviser covers an average 7-8 countries in their respective sub-region, representing the whole of the African Region of WHO. In addition an Economist/Financial Analyst, based in Yaounde was integrated to the Regional Advisory Team at the time when UNDP's assistance was approved in November 1982.

3. WB Project RAF/82/004 "Preparation of Water Supply and Sanitation Investment Projects" is executed by the World Bank and is funded by UNDP in the amount of \$1.4 million to end 1985. Project activities began in May 1982 under initial financing from FINNIDA; subsequently UNDP approved preparatory assistance in October 1982, full funding in January 1983 and extended its support to end 1985. The main objective of this project is to assist participating countries prepare Water Supply and Sanitation investment projects for financing. Project preparation Units (PPU) offices have been established in Nairobi and Abidjan, each with two resident advisers, a sanitary engineer and a financial analyst. The PPUs also received periodic supplemental advisory assistance from UNDP/World Bank interregional project personnel. Taking into account budgetary limitations, priority



countries have been selected on the basis of a country's ability to make constructive use of the assistance, the status of project preparation and the likelihood of donor financing for projects and include: East Africa: Botswana, Ethiopia, Kenya, Sudan, Uganda; West Africa: Benin, Cape Verde, Central African Republic, Ivory Coast, Mali, Nigeria, Togo.

4. These two projects are being evaluated concurrently (with the agreement of WHO and the World Bank) because they have been operational for approximately the same duration, have complementary objectives, approximately the same level of inputs and have been providing assistance albeit in varying degrees, to many of the same African countries. It is also because the UNDP wishes to determine whether there is scope for increased co-operation would avoid duplication of effort and benefit the countries in their Decade activities. Thus, while each project is to be evaluated on its own merits, the evaluation will also examine the existing and future linkages which should exist between these two Decade projects in the African region.

## II. Purpose and Scope of Evaluation

5. The primary purpose of the evaluation are:
- a) to determine and evaluate the outputs and results of the projects and how effective they have been or are likely to be in helping participating governments achieve their Decade goals;
  - b) to identify the factors which may have facilitated or hindered the achievement of the projects' objectives;
  - c) to make specific recommendations for improving the effectiveness of these projects, (individually, and in collaboration, if desirable and feasible) in assisting participating countries.

In determining the above, the Mission should examine and assess the following:

- i) Are the objectives of the project well-conceived, sufficiently explicit and relevant to needs of countries?
- ii) What have been the quantitative and qualitative outputs of both projects and are they consistent with these projects' original objectives? The outputs assessed should include as relevant, e.g. technical reports, pre-investment studies, workshops and seminars, etc.

- iii) What results have the projects achieved in participating countries in the following areas:
  - formulation of Decade plans and sector policies
  - sector management and human resources development
  - programme and project preparation
  - resource mobilization for the sector
  - improved co-ordination among the UN agencies and donor community contributing to the sector
- iv) How do sector agency personnel in participating countries perceive the benefits their countries have obtained from the projects?
- v) How have the project inputs been managed? Do they appear to be cost-effective in relation to the outputs? Are the projects' work plans well-conceived, practical and logical in the light of available inputs and the countries' priorities?
- vi) What collaboration has there been between project personnel and government agency personnel in the conduct of the projects' activities?

6. The evaluation mission report should provide constructive and realistic guidelines on how to assist recipient Governments make the most effective use of UNDP's resources and ensure that these are well integrated with other resources including domestic resources in support of priority development objectives in the water and sanitation sector.

### III. Organization and Composition of the Evaluation Mission

7. The evaluation will be conducted under the direction of a mission co-ordinator and by four consultants, recruited by the UNDP in consultation with the WHO and the World Bank. WHO insists on having a WHO consultant in each team and UNDP agreed provided WHO finance one of these consultants. The mission co-ordinator and the Consultants will form two teams, one to evaluate the activities of both projects in West Africa and the other in East Africa. Both teams will have team leaders, who will be responsible for preparing their team's reports. The complete Evaluation Mission Report will be prepared by the mission co-ordinator.



IV. Mission Schedule

8. The mission co-ordinator will be briefed initially by UNDP and World Bank Headquarters staff responsible for the projects. He will then proceed to Brazzaville to brief the other members of the mission and to hold consultations with them and the office of the UNDP Resident Representative and the WHO Regional Office. Following these consultations, the two teams will proceed with visits to the following countries: East Africa - Ethiopia, Kenya, Zambia; West Africa - Ivory Coast, Togo, Burkina Faso. Upon completion of these visits, the mission co-ordinator and the head of the other team, at the insistence of WHO, the WHO representative on the East African team will join the two team leaders in Nairobi to discuss their findings and draft their final report. The mission co-ordinator will complete the draft of the mission's report following debriefings at UNDP Headquarters.

9. See Annex II for proposed mission schedule. The target date for starting the mission is mid-April 1985.

10. The country visits are of special importance to the conduct of this evaluation. They should be used by the mission to obtain the views of the government officials and UN and donor agency representatives most directly involved or knowledgeable of the projects' activities in the countries concerned. Time permitting, the mission might also undertake field visits to project sites, if such visits will provide valuable information for the evaluation. The UNDP Resident Representative, the WHO country representative and/or sanitary engineer, World Bank staff and UNICEF staff should be consulted by the mission in all country visits.

V. Report of the Mission

11. The mission shall finalize its report in Nairobi according to the general outline attached in Annex I to these Terms of Reference. The report is to be submitted to UNDP New York by the mission co-ordinator upon the completion of his assignment. The report will then be reproduced and distributed to the participating government, World Bank and WHO. Although the mission may discuss all matters relating to its assignment with the authorities concerned, it is not authorized to make any commitments on behalf of the UNP, World Bank or WHO.

ANNEX II

Draft Outline for Report of the Evaluation Mission

Summary of Findings and Recommendations

Introduction

Part I: Evaluation of the Project

- A. Formulation of the Project
  - 1. Project Purposes and Ultimate Objective
  - 2. Analysis of Project Design in terms of its Purposes and Objectives
- B. Implementation of the Project
  - 1. UNDP/Agency Inpts and their utilization
  - 2. Counterpart Contributions
  - 3. Implementation of Activities
- C. Project Achievements and Use of Outputs
  - 1. Project Achievements and Outputs Follow-up
  - 2. Training Activities

Part II: Findings and Recommendations

- A. Findings
- B. Recommendations

Annexes

- 1. Terms of Reference of the Mission
- 2. List of Persons Met
- 3. Country Report Ivory Coast
- 4.       "       "       Burkina Faso
- 5.       "       "       Togo
- 6.       "       "       Ethiopia
- 7.       "       "       Kenya
- 8.       "       "       Zambia



ANNEX III

Suggested Itinerary for Evaluation Mission

<u>Location</u>	<u>Activity</u>	<u>Period indicate date</u>
New York	Arrival	Day 1
New York	Briefing of mission co-ordinator by UNDP	Day 2
Washington	Briefing of mission co-ordinator by World Bank	Day 3
Washington/ Brazzaville	Travel	Day 4-5
Brazzaville	Briefing for mission by co-ordinator, consultation WHO Regional office and UNDP Resident Representative	Day 6-10
<u>East Africa (Team I)</u>		
Ethiopia Kenya Zambia	Country visits	Day 11-29 (includes travel time and 5 days per country)
<u>West Africa (Team II)</u>		
Ivory Coast Togo Burkina Faso	Country visits	Day 11-29 (includes travel time and 5 days per country)
Kenya	Debriefing and report drafting by team leaders (at World Bank offices)	Day 30-37 (includes travel time)
New York	Debriefing by Mission co-ordinator and preparation of report	Day 38-45 (includes travel time)

## ANNEX IV

LIST OF PERSONS MET

## IVORY COAST

(4 May-10 May 1985)

## UNDP

Mr. A. Rotival

Resident Representative

## DIRECTION de L'EAU

Mr. A. Djouka  
Mr. Kopieu and  
Mr. Lopez

Directeur  
S/Direction de l'Assainissement et du  
Drainage

SODECI

Mr. M. Zadi Kessy  
Mr. Talbot

Directeur General  
Directeur General Adjoint

## WORLD BANK

Mr. J.D. Roulet  
Mr. Ph. Owusu and  
Mr. R. Drzewiecki

Resident Representative  
Project Preparation Unit

## WORLD HEALTH ORGANIZATION

Dr. L. Atayi

WHO Representative

## AFRICAN DEVELOPMENT BANK

Dr. R. Bishai  
Mr. F. Ouali

Head of Public Utilities Department  
Senior Sanitary Engineer

GERMAN EMBASSY

Mr. Hummel

Counsellor

CAISSE CENTRALE DE COOPERATION ECONOMIQUE (FRANCE)

Mr. M. Michel

Charge de Mission

CANADIAN EMBASSY

Mrs. S. Ostiguy

Charge de Cooperation

USAID (Regional Economic Development Service Office)

Mr. H. Papworth

Engineering/Energy Advisor



UNICEF

Dr. Collins

Regional Manager (West and central  
Africa)

Mr. Santos

Senior Advisor

Mr. Samake

Abidjan Area Coordinator

Mr. Humbert

Hydrogeologist

TOGO

(26 April-3 May 1985)

UNDP

Mr. G. Asplund  
Mr. K. Duho

Resident Representative  
Programme Officer

MINISTRY OF PLANNING

Mr. A. Ajavon

Directeur General-Adjoint  
Directeur de la Coordination  
Chef de la Division  
Infrastructures  
Chef de la Division Developpement  
Rural  
Division Developpement Rural

Mr. K. Gomez

Mr. K. Agogno

Mr. S. Djina

MINISTRY OF HEALTH

Mr. K.D. Nenonene

Directeur du Service National  
d'Assainissement

MINISTRY OF PUBLIC WORKS, MINES, ENERGY AND HYDRAULIC RESOURCES

(Direction de l'Hydraulique et de l'Energie)

Mr. A. Singho

Chef de la Division Hydraulique  
Urbaine et Rurale  
Division Hydrologie

Mr. K. Hodin

REGIE NATIONALE DES EAUX DU TOGO (R.N.E.T)

Mr. Y. Badjo

Directeur General

Mr. E. Amagli

Directeur Technique

BUREAU NATIONAL DE RECHERCHES MINIERES

Mr. D'Almeida

WHO

Mr. A.M. Gbaguidi

RAF/82/041 - Lome Antenna

WORLD BANK

Mr. A.F. D'Almeida

Deputy Resident Representative

UNICEF

Mr. P. Delahaye

Program Officer



BANQUE QUEST - AFRICAINE DE DEVELOPPEMENT (BOAD)

Mr. C.I. Fall	Directeur du Departement des Operations de Developpement Rural et d'Infrastructures
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FONDS EUROPEEN DE DEVELOPPEMENT (FED)

Mr. Martin	Delegue General
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FONDS D'AIDE ET DE COOPERATION - FRANCE (FAC)

Mr. C. Campens  
Conseiller

USAID

Mr. M. Golden USAID Representative , Ms. B.D. Howard Mr. P. Guild	Program Officer Rural Water and Sanitation Project Manager.
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GTZ

Mr. D. Siebrecht	Conseiller Economique.
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ETHIOPIA

(28 April-3 May 1985)

UNDP

Mr. K. King	Resident Representative
Ms. F. Panis	Assistant Resident Representative
Ms. Marja Malenaar	Junior Programme Officer

Project Staff

Mr. T. Skytta	Engineer Nairobi PPU (RAF/82/004)
Mr. J. Romain	Addis Antenna (RAF/82/041-ICP/CWS/002)

National Water Resources Commission

Ato Eshetu Haile Mariam	External Aid Coordinator
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Water Supply and Sewerage Authority

Ato Birru Ittisa	General Manager
Ato Estifanos Zerai	Head, Planning and Programmes Dept.

World Bank

Mr. M. Paysun	Resident Representative
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WHO

National Coordinator

UNICEF

Mr. Ray	Chief, Water Section
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Swedish International Development Agency (SIDA)

Mr. Lars Olof Eliasson	Senior Programme Officer
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Embassy of the Federal Republic of Germany

Dr. jur. M. Pletsch	Counsellor, Head of the Economic Dept.
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KENYA

(10-22 May 1985)

UNDP

Mr. G.L. Pennacchio  
Ms. M. Wilkens

Resident Representative  
Assistant Resident Representative

Project Staff

Mr. T. Skytta  
Mr. A. Nur

Engineer, Nairobi PPU  
Financial Analyst PPU

Ministry of Water Development

Mr. B.M. Murigo  
Mr. D.M. Kirori  
Mr. Osundwa

Secretary, National Action Committee  
Deputy Director, Water Development  
Principal Economist

Ministry of Health

Mr. N. Masai

Chief Public Health Officer

WHO

Mr. C. Dawodu

Resident Sanitary Engineer

World Bank

Mr. Loos

Regional Director, East Africa

UNICEF

Mr. John Skoda

Regional Director

Kenya Water for Health Organization (NGO)

Ms. M. Mwangola

Director

Royal Netherlands Embassy

Mr. H.P. Sprokkreeff

Second Secretary

In addition to the above persons, a meeting of the Technical Support Team (TST) was organized by the UNDP Resident Representative, in which the following persons participated, in addition to UNDP officials the Mission members and the members of the PPU. The UNDP Resident Representative opened the meeting.

<u>Name</u>	<u>Agency/Organization</u>
N.T. Khankhup	High Commission of India
Dr. G.S. Sinnatamby	UNCHS (HABITAT)
L. Lankenau	USAID/Kenya
J.M. Broome	World Bank/UNDP (MOH)
A.D. Adongo	Ministry of Water Development (MoWD)
C.A. Dawodu	WHO
W.J. Kesseu	GTZ, Ministry of Water Development
P. Johs	DANIDA Mission
R. Jolkkonen	Embassy of Finland/FINNIDA
D.M. Kirori	Deputy Director, Water Development
T.K. Skytta	UNDP/World Bank - RAF/82/004
H.P. Sprokkreeff	Netherlands Embassy
John D. Skoda	UNICEF
Theresa Shitakho	Maendeleo Ya Wanawake
Margaret Moangola	Kenya Water for Health Organization
A. Abdinaser	UNESCO
N.M. Masai	Chief Public Health Officer, Ministry of Health
A.M. Nur	UNDP/World Bank - RAF/82/004)



ANNEX V  
(UNDP/IBRD DECADE ACTIVITIES IN AFRICA)

SUMMARY DATA RE DECADE ACTIVITIES BY UNDP AND IBRD IN EAST AFRICA

TABLE: 0987U

(1)	(2)	(3)	(3A)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	
COUNTRY	LANG- UAGE	1983 POPULATION (Million)	RURAL POPULATION (Million)	GDP PER CAPITA (\$)	PPU	HAND- PUMPS	TAG	RESOURCE RECOVERY	PROJECT ANTENNA	PROJECTS* UNDER SUPER- VISION (NO)	POSSIBLE PROJECTS FY 85-88 (NO)	LOCATION OF REGIONAL DEVELOPMENT INSTITUTIONS	REMARKS
EAST AFRICA													
BOTSWANA	E	0.998	78	920			X			1	1		
BURUNDI	F	4.466	98	240						1	1		
COMOROS	F	0.378	NA	340(82)						1	1		
DJIBOUTI	F	0.399	NA	NA						1	1		
ETHIOPIA	E	33.908	85	140	X			X	X	11U, 1A		ECA, OAU	
KENYA	E	18.900	85	340	X	X	X			4	2	IBRD, UNICEF, HABITAT, AIDB	
LESOTHO	E	1.437	87	470			X			2	1		
MADAGASCAR	F	9.435	80	290						1	1		
MALAWI	E	6.670	90	210	X	X	X			2 + 1U	1		
MAURITIUS	E	0.999	46	1,150						2	1		
MOZAMBIQUE	P	13.343	91	NA						1	1		
RWANDA	F	5.720	95	270						1	1		
SEYCHELLES	E	0.063	63	12,400						1	1		
SOMALIA	E	4.641	68	250						1	1		
SUDAN	E	20.807	77	400		X		X		2A	1	BADEA	
SWAZILAND	E	0.688	85	890						1 + 1U	1		
TANZANIA	E	20.410	87	240	X	X	X			1 + 1U	1		
UGANDA	E	13.881	91	220	X					1	1		
ZAIRE	F	31.627	62	160						1	1		
ZAMBIA	E	6.235	55	380					X	1	1		
ZIMBABWE	E	7.822	76	740			X		X	1U	1		
21		202.851			5	4	6	2	3	NA	12		

SOURCE:

- 3 and 4 WORLD BANK ATLAS 1983.  
5, 6, 7, 8 World Bank/UNEP Water Decade Programmes  
A status Report; IBRD; December 1984.  
3A "Towards sustained Development in Sub-Saharan Africa:  
World Bank; 1984.  
1, 10, PPU

\* Normal water supply and sanitation projects. Also  
Urban project (U) and agricultural project (A) with  
water supply and sanitation components.

SUMMARY DATA RE DECADE ACTIVITIES BY UNEP AND IBRD IN WEST AFRICA

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
COUNTRY	UNEP/IBRD PROJECTS	POPULATION (MILLION)	RURAL POPULATION (MILLION)	PER CAPITA	PPU	IBRD PROJECTS	IBRD PROJECTS	IBRD PROJECTS	IBRD PROJECTS	IBRD PROJECTS	IBRD PROJECTS
WEST AFRICA											
ANGOLA	N	P	8.000	78	NA						
BENIN	Y	F	3.809	85	290	X		X			
BURKINA FASO	N	F	6.666	89	180		X				
CAMEROON	N	F	9.562	73	800						
CAPE VERDE	Y	P	0.308	70	360	X			X		
CENTRAL AFRICAN REPUBLIC	Y	F	2.470	73	280	X					
CHAD	N	F	4.747	81	80	(1982)					
CONGO	N	F	1.768	54	1230						
EQUATORIAL GUINEA	N	S	0.360	NA	NA						
GABON	Y	F	0.695	72	1250						
GAMBIA	Y	E	0.697	81	290						
GHANA	Y	E	12.518	63	320		X				
GUINEA	Y	F	5.831	80	300						
GUINEA-BISSAU	N	P	0.866	73	180						
IVORY COAST	Y	F	9.294	38	720	X	X				
LIBERIA	Y	E	2.090	67	470						
MALI	N	F	7.277	81	150		X		X		
MAURITANIA	N	F	1.637	74	440						
NIGER	Y	F	6.057	88	240		X				
NIGERIA	N	E	93.642	79	760	X		X			
SAO TOE AND PRINCIPE	N	P	0.103	87	310						
SENEGAL	Y	F	6.195	66	440						
SIERRA LEONE	N	E	3.263	77	380						
TOGO	Y	F	2.847	79	280	X			X		
24			1190.704			6	5	3	3	14	14

SOURCES:

- 1, 10 and 11 - PPU
- 3 and 4 - WORLD BANK ATLAS 1985
- 5, 6, 7 and 8 - The World Bank/UNEP Water Decade Programme: A Status Report; IBRD: December 1984
- 9 - "Toward Sustained Development in Sub-Saharan Africa"; World Bank, 1984.



SOURCES: (1) & (2) - World Bank Atlas 1985

(3) (4) (5) (6) (7) - WHO/AFRO SUMMARY TO DEC /1984

(8) WHO/AFRO

BG/1985.05.12

TABLE

SUMMARY DATA RE DECADE ACTIVITIES IN AFRICA

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
WHO Antenna and Countries	Lang- 1983 veye Population (million)	1983 GNP per Capita	National Action Committee	Technical Support Team	Decade Objectives	National Action Plan	Project Data Sheets	WHO CWS Staff	Remarks
<u>Region I</u>									
<u>Bamako Antenna</u>									
Mali	F	7.277	150	x	x	-	x	RE	
Cape Verde	P	0.308	360	x	x	x	x	CE	
Gambia	E	0.697	290	x	-	x	x		
Guinea	F	5.831	300	x	-	x	x		
Guinea Bissau	P	0.866	180	x	x	-	x	CE	
Ivory Coast	F	9.294	720	-	x	-	x		
Liberia	E	2.090	470	x	-	-	x	CE	
Mauritania	F	1.637	440	x	x	x	x		
Senegal	F	6.195	440	x	x	x	x		
Sierra Leone	E	3.265	380	x	x	x	x	CE	
Sub-Total (10)		37.460	9	7	9	5	10		

Summary of Decade Activities in Africa  
(by WHO Regions)

ANNEX VI

# SUMMARY DATA RE DECADE ACTIVITIES IN AFRICA

		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
<u>Luca Antenna</u>										
Togo	F	2,847	280	x	x	x	x	x		RE
Benin	F	3,809	290	x	x	x	x	x		
Burkina Faso	F	6,666	180	x	x	x	x	x		CE, TE
Ghana	E	12,518	320	x	x	x	x	x		
Niger	F	6,057	240	x	x	x	x	x		
Nigeria	E	93,642	760	x	x	x	-	-		TE
Sub Total (6)		125,539		6	6	6	5	4		

19 Separate  
States in  
Africa's  
largest  
Country.

## Region II

### Addis Ababa Antenna

Ethiopia	E	33,908	140	x	x	x	-	-		RE
Burundi	F	4,466	240	x	x	x	-	x		CE
Kenya	E	18,900	340	x	x	x	-	x		CE
Rwanda	F	5,720	270	x	x	x	x	x		CI
Uganda	E	13,881	220	x	x	x	x	-		
Zaire	F	31,627	160	x	x	x	x	x		CE
Sub-Total (6)		108,502		6	6	6	3	4		



# SUMMARY DATA RE DECADE ACTIVITIES IN AFRICA

		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
<u>Younde Antenna</u>									
Cameroon	F	9,562	800	-	-	x	-	x	RE, RFA
Central Africa Rep	F	2,470	280	x	x	x	-	-	
Chad	F	4,747	80 (1982)	x	-	x	-	x	
Congo	F	1,768	1,230	x	x	x	x	-	
Eq. Guinea	S	0.360	N/A	-	-	-	-	x	
Gabon	F	0.695	4,250	-	-	-	-	-	
Sub-Total (6)		19,602		3	2	4	1	3	

## Region III

### Lusaka Antenna

Zambia	E	6,255	580	x	x	x	x	x	RE
Angola	P	8,000	N/A	x	x	x	-	x	
Botswana	E	0,988	920	x	-	x	-	x	CE
Malawi	E	6,670	210	x	x	x	-	-	CE
Namibia	E	1,088	1,760	-	-	-	-	-	
St. Helen	E	N/A	N/A	-	-	-	-	-	
Sao Tome & Principe	P	0,103	310	-	-	-	-	-	
Tanzania	E	20,410	240	x	x	x	-	-	
Sub-Total (8)		43,514		5	4	5	1	4	

# SUMMARY DATA RE DECADE ACTIVITIES IN AFRICA

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
<u>Harare Antenna</u>								
Zimbabwe	E	7,822	740	x	-	x	-	x
Comoros	F	0,370	340 (1980)	-	-	-	-	RE
Lesotho	E	1,437	470	x	x	x	x	-
Madagascar	F	9,435	290	x	x	x	-	x
Mauritius	E	0,999	1,150	x	x	x	-	x
Mozambique	P	13,345	N/A	x	x	x	x	CE
Reunion	F	0,544	3,710	-	-	-	-	CE
Seychelles	E	0,065	2,400	x	-	-	-	CI
Swaziland	E	0,688	890	x	-	-	-	x
Sub-Total (9)		34,713		<u>x</u>	<u>x</u>	<u>x</u>	<u>-</u>	<u>x</u>
		-----		7	5	6	2	7
				-----	-----	-----	-----	-----
TOTAL (45)		369.3		36	30	36	17	32