



**BANQUE AFRICAINE DE DEVELOPPEMENT
AFRICAN DEVELOPMENT BANK GROUP**

**The Concerted Response to Africa's Rural Drinking
Water and Sanitation Crises**

**AN INTERNAL ASSESSMENT OF THE RURAL
WATER SUPPLY AND SANITATION INITIATIVE
(2003-2009)**

WATER AND SANITATION DEPARTMENT (OWAS)

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ABBREVIATIONS AND ACRONYMS

ADB	African Development Bank
ADF	African Development Fund
AFD	French Agency for Development
AfDB	African Development Bank
AMCOW	African Minister's Council on Water
AWF	African Water Facility
AWTF	Africa Water Task Force
AWV	African Water Vision
CIDA	Canadian International Development Agency
CSO	Country Sector Overview
CSP	Country Strategy Paper
DANIDA	Danish International Development Agency
DFID	UK Department for International Development
DRA	Demand Responsive Approach
ESA	External Support Agency
FFA	Framework for Action (of the African Water Vision)
FFI	Framework for Implementation
GTZ	German Agency for Technical Co-operation
GWP	Global Water Partnership
HIPC	Highly Indebted Poor Country
IDA	International Development Association
IMF	International Monetary Fund
IWRM	Integrated Water Resources Management
JMP	Joint Monitoring Program
MDG	Millennium Development Goal
MFI	Multinational Financial Institutions
MoU	Memorandum of Understanding
NEPAD	New Partnership for African Development
NGO	Non-Governmental Organisation
O&M	Operations and Maintenance
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OWAS	Water and Sanitation Operations Department
PANAFCON	Pan-African Conference on Water
PIU	Project Implementation Unit
PRSP	Poverty Reduction Strategy Paper
RMC	Regional Member Country
RWSS	Rural Water Supply and Sanitation
RWSSI	Rural Water Supply and Sanitation Initiative
SWAP	Sector Wide Approach
UA	Unit of Account
UNDP	United Nations Development Program
UNICEF	United Nations Children Fund
UNSGAB	United Nations Secretary General Advisory Body
VIP	Ventilated Improved Pit Latrine
WASH	Water Supply, Sanitation and Hygiene Education
WHO	World Health Organization
WSDPG	Water and Sanitation Development Partners Group
WSS	Water Supply and Sanitation

EXECUTIVE SUMMARY

1. An intervention in the water sector provides wide benefits across other sectors given its important linkages to health, child mortality, education, gender empowerment, food security, etc. The AfDB thus recognizes the strategic role and unique multi-sectoral nature of water and sanitation in advancing the Bank's poverty reduction and economic growth agenda for the continent.
2. Prior to 2003, more than 80% of Bank Group financing for water supply and sanitation focused on urban areas. In 2002, the Bank took a strategic decision to redress the imbalance by increasing its water sector investments in rural areas where most Africans live, which led to the development and launching of the Rural Water Supply and Sanitation Initiative. RWSSI was conceived in response to the African Water Vision (AWV) and the Millennium Development Goals (MDGs). It was launched at the Pan-African Conference on Water in December 2003 in Addis Ababa. It was approved by the ADB Board of Directors in 2004 and was adopted by African Governments and international development partners as the common framework for resources mobilization and investment for rural water supply and sanitation services in rural Africa at the First International Donor Conference on RWSSI in Paris in April 2005.
3. The overall objective of the RWSSI is to provide access to sustainable water supply and sanitation services to 271 and 295 million people in rural Africa, respectively, to reach the target of 80% coverage by 2015. This target has been designed to be reached in stages: 50% access in Phase 1 (2004-2007), 66% in Phase 2 (2008-2010) and 80% in Phase 3 (2011-2015).
4. The water supply and sanitation situation in rural Africa has been very appalling for a long period of time. According to UNICEF's 2010 Joint Monitoring Program (JMP), which reports up to end of 2008, access to improved water supply and sanitation services was 52% and 31%, respectively, although there are large regional disparities. In Northern Africa, the JMP shows access to adequate water supply at 87% and to improved sanitation at 83%, while Sub-Saharan Africa access is 47% for water and 24% for sanitation. In the Fragile States access situation is much worse.
5. The RWSSI is aimed at accelerating access to sustainable RWSS through adoption of a strategy that involves:- awareness raising; ensuring beneficiary participation; adoption of fast track mechanisms, using demand driven programmatic approaches; raising the profile of sanitation; emphasis is on capacity building; and mobilization of more funds from Governments, communities, NGOs and Donors.
6. The financial resources required to achieve the 2015 RWSSI targets were estimated to at USD14.8 billion. About USD 3 billion was estimated to have been mobilised in Phase I (2003-2007), of the out of the estimated USD 4.5 billion required. It was further estimated that an additional USD 1.5 to 2.5 billion was mobilised for RWSSI between 2007 and 2009 bringing the total funds mobilised to between USD 4.5 and 5.5 billion. Of this USD 3.5 billion was mobilized for the 25 RWSS programs, of which the AfDB contributed USD 0.95 billion (28%), other donors contributed USD 1.67 billion (48%) and governments and communities USD 0.82 billion (24%). The additional funding required from 2010 - 2015 is estimated to be about USD 9 to 10 billion.
7. Some of the results achieved through the RWSSI interventions at the end of 2009 are:
 - i) 25 RWSS programs in 20 African countries have been approved. Programs in Uganda and Rwanda are completed and those of Senegal and Mali over 95% completed while programs in Morocco and Tanzania are at advanced stages of completion. Out of the 20 countries benefitting from AfDB funding, 5 countries namely Senegal, Mali, Rwanda, Tanzania and Kenya have commenced implementing their 2nd RWSS programs.
 - ii) Out of the 25 RWSS Programs approved, 15 have started to deliver water and provide sanitation facilities. The additional people served with access to water supply through the RWSS program rose from the 1.15 million people reported at the end of December 2007 to over 25.7 million people at the

end of December 2009, while for sanitation it increased from about 0.58 million to about 17.0 million people over the same period.

- iii) Through and in parallel with RWSSI programs, several countries have made good progress on institutional reforms in the rural water supply sub-sector. Financing instruments employed in these operations have ranged from project loans and grants, sector investment loans and grants to sector-earmarked budget support.
- iv) The RWSSI is also making major contributions to capacity building though more needs to be done. In 10 RWSSI countries about 34,000 Water, Sanitation and Hygienic Education Committees have been established and by the end of 2009, over 26,000 of them had received training in hygiene and health education, management of water points, gender issues, among others. In some programs, women constitute the higher proportion of the people who received training.
- v) The private sector is actively involved in the implementation of the interventions providing services that include consultancies, construction, drilling, as well the provision of services by artisans, community facilitators, water supply operators and spare parts suppliers. The use of local consultants at the lowest administrative level includes planning, capacity building, design and supervision of RWSS interventions in Ethiopia and Ghana, and the involvement of private operators in the management of rural water supply and sanitation systems in Rwanda.
- vi) Governments are increasingly adopting a sector-wide approach to coordinate and facilitating sector development. In 15 of the 20 countries, national RWSS programs have been developed, which has led to the creation of a favourable environment for sharing information, planning joint actions, harmonisation and usage of the multiple delivery mechanisms within country systems.

8. Although a great deal of effort has been expended in meeting the RWSSI and MDG targets, there remains a lot to do. Some of the challenges which need to be addressed during the coming years are:

- i) **Widening RWSSI to include more countries in need:** To date only 20 countries have seen additional recorded RWSS interventions under the Initiative and this leaves over 30 countries yet to receive any interventions in the coming years. This poses a challenge as 18 of these countries are Fragile States or post conflict countries requiring support in front-end actions including policy and institutional reform and massive capacity building efforts.
- ii) **Entrenching decentralisation:** Many African countries have embarked on the process of devolving responsibilities for water and sanitation services to local authorities. However in most cases, decentralization has only been on paper with little practical manifestation of the decentralisation of the decision making process in the planning, design and implementation of water supply and sanitation services. More importantly, there is a need to increase financial flows and authority to local level structures.
- iii) **Improving supply chains:** With the ongoing decentralization policies the existing supply chains managed by governments have been disrupted and most RWSS programs have not incorporated practical measures for the establishment of privately-driven supply chains. Consequently, communities are exposed to a very weak and unreliable back-up support in spare parts and post investment services.
- iv) **Sanitation coverage remains low:** The sanitation situation in Africa is of serious concern; according to the JMP 2010 report, only 6 countries in Africa are likely to meet the 2015 MDGs target. Unless there is adequate political and financial commitment from Governments and the development partners, the sanitation situation might actually regress on the continent. In most countries the management of sanitation is fragmented and there is no designated budget and institutional home for sanitation provision.
- v) **Conflicting financing mechanisms for sanitation:** The majority of the RWSS programs finance only community mobilization and training in hygiene education and construction of public sanitation facilities. However, RWSS programs such as in Mali and Rwanda actually provide subsidies for

household sanitation facilities. Sustainability of subsidies, given current level of access, is unlikely. This situation illustrates the need for policy guidance on the financing of household sanitation facilities.

- vi) **Improving M&E frameworks:** Financial provisions have been made in a number of RWSS programs for the establishment of M&E systems however the systems are not yet fully developed. Apart from a few exceptions, most country M&E systems are unable to provide reliable data for sector planning and management or information, or to regional databases.
- vii) **Weak knowledge dissemination:** Several innovative approaches and practices such as the use of the private sector, and innovative technologies are reported from the various programs under implementation. However, due to lack of knowledge and information dissemination mechanisms, the benefits that could have been derived from these innovative approaches and experiences are lost.

9. RWSSI supports socio-economic development in the rural areas of Africa. In order for the Initiative to continue playing this unique role in the region it needs to be buttressed with a number of actions by Governments, development partners, NGOs, the beneficiary communities and other stakeholders. The key intervention areas identified for immediate action are:

- i) **Galvanise more support for rural water supply and sanitation:** In order to further galvanize support towards the RWSS and share knowledge and experience, the AfDB needs to strengthen its relationship with AMCOW to pursue the establishment of a regional RWSSI steering committee.
- ii) **Enhance the Bank's implementation capacity through use of Field Offices:** In order to strengthen the Bank's capacity for implementing RWSSI there is need to focus on measures that would strengthen the capacity of Field Offices (FO) which was originally not part of the FFI. In addition, appropriate operational procedures, guidelines and tools for management, monitoring and evaluation of RWSSI by FOs need to be developed.
- iii) **Countries should be in the driving seat:** The political buy-in by national governments for the RWSSI should be reflected with the development of clear sector policy, increasing budgetary support, creating a strong central capability supporting decentralisation, moving to greater cost recovery, providing attention to functionality of the schemes, developing the RWSS national program in countries that do not have them, and strengthening RWSS M&E systems.
- iv) **Strengthen programmatic approach:** Ensuring a programmatic approach is mainstreamed into national systems will create more coherent and integrated national framework for greater harmonization and donor support. In line with this, it is necessary to work towards adopting common procedures and instruments for donor interventions at country level, as this will greatly reduce transaction costs for the country.
- v) **Strengthen local capacity to deliver goods and services:** The local contracting and consulting capacity in many countries is inadequate to achieve the scaling up required to achieve the water and sanitation MDGs. Hence there is need to move away from practices that undermine the private sector and strengthen the capacity of local service providers, contractors, consultants and artisans in the countries. This can be achieved through concerted action to develop small and medium sized enterprises in the rural areas through collaboration with other sector programmes implemented by the Bank and other development partners.
- vi) **Collaborate to strengthen country M&E frameworks:** The AfDB OWAS/AWF should collaborate with other development partners in institutionalizing WSS M&E systems in all RMCs.
- vii) **Take action on all fronts for sanitation and implement eThekwini commitments:** The deplorable sanitation situation calls for African countries to be mindful of the need to continuously advocate sanitation and hygiene and to undertake concrete actions towards attaining the sanitation MDG target, as stated in the eThekwini declaration.

1 INTRODUCTION

1.1 A concerted response to addressing Africa's water supply and sanitation challenges

1. Africa had the lowest water supply access of any region in the world at the beginning of the decade. The total population with access to an improved water supply in 2000 was 62%¹, while that for improved sanitation was 60% as illustrated in Figure 1. Thus the number of people without access to safe water and sanitation was 300 million and 313 million respectively. These figures however mask the rural-urban divide. Access to safe water and improved sanitation in rural Africa was only 47% and 45% respectively. Again this figure conceals regional disparities as a few Northern African countries had very good coverage (90-100%), whilst in a majority of cases, mostly in SSA, coverages were below 50% as illustrated in Figure 1.

2. The poor water and sanitation situation was, and has been, a principal cause of disease among Africans, particularly infants and children, who suffer from one of the six main water-related diseases including diarrhoea, intestinal worms, cholera and guinea worm.² The resulting health costs include expenditure on disease control and treatment services, which are avoidable. Vulnerable groups, mainly women and children, have been the most affected as they travel long distances to fetch water, often of questionable quality, and spend an inordinate amount of time and energy at the expense of family other activities, education, and productive work.

3. As a regional response to this challenge, the Rural Water Supply and Sanitation Initiative (RWSSI) was conceived by the African Development Bank in 2002 to give more focused attention to the rural sub-sector. It was further developed with financial support provided under the Bank Netherlands Water Partnership Program (WPP) in collaboration with AMCOW and was launched at the Pan-African Conference on Water (PANAFCON) in December 2003 in Addis Ababa, Ethiopia. At the first International Conference on Rural Water Supply and Sanitation in Africa on 1st April 2005 in Paris, African Governments and international development partners unanimously adopted RWSSI as the common framework for resources mobilization and investment for rural water supply and sanitation delivery in rural Africa. It was also agreed to establish the RWSSI Trust Fund (RWSSI-TF) to raise additional resources to be managed by the AfDB.

4. The goal of RWSS is set in line with African Water Vision (AWV) and those of the MDGs. The RWSSI goal is to accelerate access to drinking water supply and sanitation in rural Africa in a sustainable and environmentally friendly manner. The objective is to provide full access to water supply and sanitation services by 2025 and 80% by year 2015 in a sustainable. This meant providing water supply and improved sanitation to an additional 271 million and 295 million people respectively by 2015, at additional cost of US\$14.2 billion. AfDB committed to finance 30% (US\$4.4 billion) of the resources needed and would leverage financial resources from bilateral and multilateral sources, African Governments and communities.

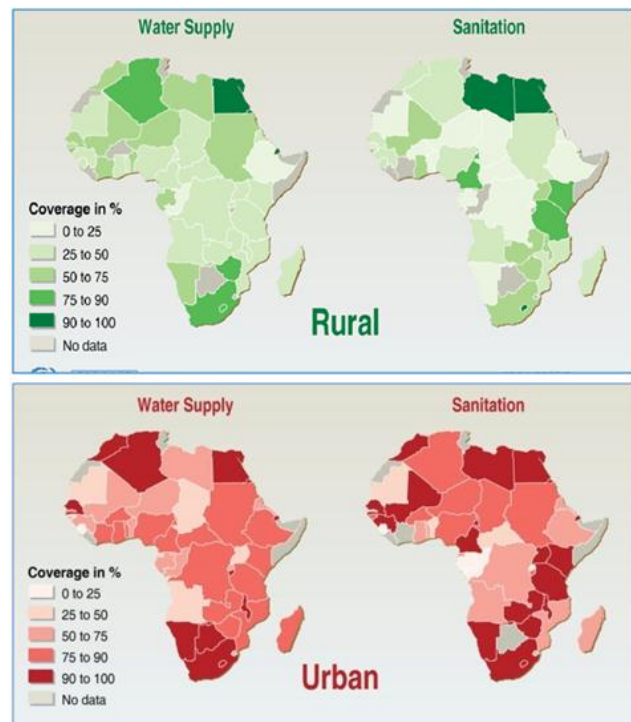


Figure 1 Maps illustrating regional disparities in WSS Situation in Africa prior to 2000 (Source: UNDP GRID)

¹WHO-UNICEF WSS Assessment Report for 2000

² Africa Caucus Presentations at the Second World Water Forum, 2000

5. As of 2008, the latest year for which data are available from the UNICEF/WHO's Joint Monitoring Program (JMP), Sub-Saharan Africa accounted for over a third of the 822 million people without access to improved water supply. The region as a whole is lagging behind in progress towards the MDG target, with 60% of the population using improved sources of drinking-water despite an increase of 11 percentage points since 1990. For sanitation the situation is even worse, with only 31% reported as having access. Once again there are significant disparities between rural and urban for both water and sanitation, with 83% of urban dwellers having access to improved water supply and 75% for sanitation (including shared facilities). On the other hand, access to improved water supply in rural communities remains low at 47%, whilst that for sanitation was 24%. This number is based on the new definition by JMP for improved and unimproved facilities which includes shared facilities³.

6. As at end of 2009 more than 27 million people had gained access to drinking water and between 17 million to improved sanitation as a result of the initiative in 20 countries. Whilst this represents a considerable achievement, the existence of a large population of rural dwellers without access to improved water and sanitation – due to a mismatch between population growth and rate of service - is still very worrying. There are six years left to reach the water and sanitation Millennium Development Goal targets. This is also almost halfway to the target set in the Africa Water Vision 2025. The urgency for accelerated implementation to reach the targets in these milestones has therefore never been greater.

1.2 Purpose, Approach and Scope of the Report

7. After 7 years of implementing RWSSI, there needs to be an examination of its achievements and challenges and to make proposals for accelerating progress towards achievement of its original intentions. The purpose of this report therefore is to assess the implementation of RWSSI and present these achievements, the key lessons learnt, the challenges encountered, additional resources required and chart the way forward for achieving the objectives of enhanced RWSSI implementation.

8. This report has been prepared using information gathered field visits and from responses received to a questionnaire sent to AfDB Task Managers and AfDB Field Offices. Information was also gathered from appraisal documents, data from JMP and other relevant reports, and focused discussions with relevant Bank staff. Due to lack of adequate data and information across the continent, the report focuses mainly on the 20 countries in which the AfDB has been involved in the provision of rural water supply and sanitation. In these 20 countries the Report tries to capture the impacts of the interventions by the AfDB as well as other donors, governments and beneficiary communities. The sources of the information are varied and of different periods hence the result of the assessment should be read taking this into consideration.

9. The report comprises five sections, set out as follows:

- **Section 1** is the Introduction and puts the region's water and situation in context.
- **Section 2** gives a snapshot of the RWSSI - objectives, targets, financial requirements and implementation arrangements
- **Section 3** presents the RWSSI achievements and lessons learnt and
- **Section 4** discusses the challenges in implementing RWSSI.
- **Section 5** highlights the way forward with specific recommendations and strategic directions.

Box 1: Comparing coverage data used in this report

UNICEF/WHO JMP data have been used in this report to indicate the progress made by the Africa region in the provision of improved water and sanitation. JMP data are based on various national household surveys and represents responses to use of the facilities. In assessing the impact of RWSSI, the data have been derived from the facilities provided and the populations they are to serve, adopting definitions used by the JMP and the countries. On this basis there will be a difference between the numbers deemed to have had access as a result of RWSSI and other RWSS interventions, and those that can be inferred from the JMP data.

The JMP also notes that "the estimates in each successive report should be as accurate as possible. This means using all the available data – not only estimating access for the most recent year, but also recalculating the estimates for earlier years if more data have come to light. Consequently, these new estimates may affect the baseline values, the trends, and the projections for 2015, the target year. The advantage of this method is that each report presents the most accurate and detailed picture of the current situation and of progress made since 1990. The disadvantage is that reports are not comparable from one year to the next". These should be borne in mind in comparing data used in this report.

2 Rural Water Supply and Sanitation Initiative: Inception

2.1 The Africa Shared Water Vision, MDGs and the Birth of the Rural Water Supply and Sanitation Initiative

10. The Africa Shared Water Vision (AWV) envisages a condition “where there is an equitable and sustainable use and management of water resources for poverty alleviation, socio-economic development, regional cooperation, and the environment.” This vision, which is shared by regional governments, is the blueprint for the development of drinking water supply, water for energy security and water for food security. It foresees Africa reaching the improved water access targets of 75% by 2015, and 95% by 2025; and reaching the sanitation access target of 70% by 2015 and 95% 2025. In the various high-level political commitments, Africa’s leadership have stressed the need to build on earlier AMCOW initiatives such as those brought about by the Pan-African implementation and partnership conferences (RWSSI and African Water Facility). They have also emphasised that the Africa Water Vision 2025 should remain as the overarching guiding framework for action.

11. The MDGs call for halving the population without access to improved water supply and sanitation by 2015, based on 1990 baseline numbers. Africa has 53 countries -- those in Northern Africa and South Africa performing very well, whilst Sub-Sahara generally has performed poorly. In order to contribute to achievement of the overall regional vision, the efforts required to meet the individual country targets need to take account of sub-regional disparities..

12. Within countries, the significant differences between rural and urban also called for special attention to be given to the rural sub-sector. Indeed an examination of the breakdown of rural and urban water coverage in many countries would indicate that in many cases, the urban water coverage was (and still is) much higher than the required national MDG targets (which do not differentiate between the two).⁴ A number of issues could be responsible for the huge divide between rural and urban – including issues of governance, poverty, empowerment, equity, service delivery options, technology and significant political will. In defining its broad aims therefore, any initiative, such as RWSSI, had to be mindful of this significant divide and the underlying issues, and define its modus operandi accordingly.

13. Within the framework of its strategic plan (2003 –2007) and in response to the Africa Water Vision and the MDGs, the African Development Bank Group decided to significantly increase funding for the water sector with increased focus on rural areas where 65% of the population lived. The Bank conceived the Rural Water Supply and Sanitation Initiative (RWSSI) in 2002 with the view to accelerating access to water supply and sanitation services in rural Africa to attain 66% access to water supply and sanitation by 2010 and 80% by 2015. The achievement of the objectives of the Initiative would contribute to poverty reduction and spur economic growth.

14. The Initiative was recognised and received backing by the international community (Camdessus Panel) including the G8 Summit at Evian, the World Panel on Financing Water Infrastructure and the African Ministerial Council on Water (AMCOW) and UN as well as several bilateral donors. As the premier regional development institution, the Bank Group was well placed to play the lead catalytic role in galvanising broad support and building partnerships to implement the Initiative through collective action by donors, RMCs and other stakeholders.

15. The policy document, **Framework for Implementation (FFI)** of RWSSI represented the road map for realising the goals of the RWSSI. It would serve as a generic guide for mobilising investment funds and other resources for accelerated rural water supply and sanitation development in Africa and also for planning, programming, and implementing operational activities under the RWSSI.

16. The following sections discuss the goals, objectives and targets of RWSSI prior to the review of its achievements and challenges.

⁴ For evidence of this see JMP’s 2010 Update on Water and Sanitation

2.2 Goal, Objectives and Targets of RWSSI

17. The goal of RWSSI is to accelerate access to drinking water supply and sanitation in rural Africa in a sustainable way. The objective of the RWSSI is to provide full access to water supply and sanitation services by 2025. RWSSI targets were set by reference to those of the AWV (long term) and those of the MDGs (medium term) for drinking water and sanitation.

18. In order to meet the 2015 RWSSI target of 80% access to water supply and sanitation, approximately 277 million rural people needed to be provided with access to improved water supply and about 295 million to sanitation. The findings of the WHO-UNICEF WSS Assessment 2000 Report indicated that it would require a tripling of the rate at which additional people had been gaining access in the last decade in order to achieve the targets. New approaches were therefore needed to face the challenges.

19. To achieve those targets, three phases of implementation were adopted: 50% access in Phase 1 (2005-2007), 66% in Phase 2 (2008-2010) and 80% in Phase 3 (2011-2015).

20. These targets, in terms of the number of people and percentage access as well as percentages of increase are illustrated graphically in Figures 2 and 3

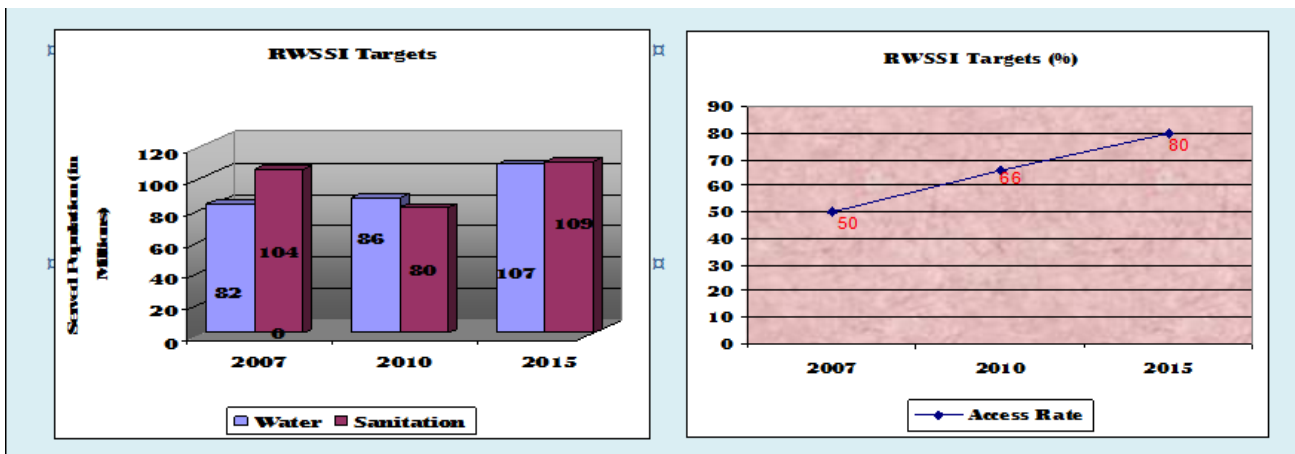


Figure 2: Phased RWSSI Water Supply and Sanitation Targets

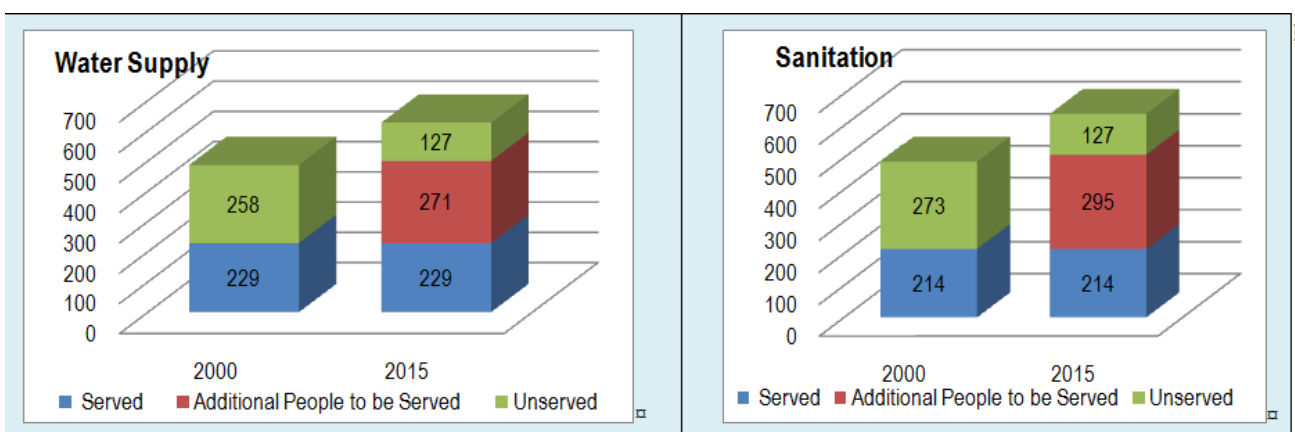


Figure 3: RWSSI Target for 80% Access

21. The major challenge would be in mobilising sufficient resources to provide access to rural water supply and sanitation (RWSS) services. Additional challenges included policy and institutional strengthening to plan, design, construct and operate rural water supply and sanitation systems. This, in turn, required human resource development at all levels to enable African countries utilise and manage the increased level of anticipated investments in the sector.

2.3 Investment Requirements

22. Using the most basic level of service and technology, it was estimated that the 2015 targets could be attained at an extra annual investment cost of about USD1.2 billion. The total investment for achieving 80% access by 2015 was estimated to be USD14.2 billion. Of this, USD9.7 billion was for providing water supply infrastructure and associated investments; USD4.4 billion was for provision of sanitation; and USD95.5 million was for program preparation and other facilitation tasks. The Bank Group would leverage financial resources from the donor community to implement the Initiative. Most of these funds would be provided directly to Regional Member Countries (RMCs) while some funds would be channelled through the Bank Group to support Bank-financed RWSSI country programmes.

23. The anticipated sources of financing RWSSI were as follows:

- 30% from the AfDB;
- 50% from multilateral and bilateral donors, including the RWSSI Trust Fund;
- 15% from the Governments; and
- 5% from the beneficiary communities.

Accordingly the Bank Group needed to raise about USD 530 million per year to meet its 30% commitment.

24. The Bank Group would carefully target its investment support to the 30% to 40% of the poorest rural areas in RMC with the intention of maximising the poverty reduction impact of the Initiative. In order to achieve this objective, the Bank Group would need to raise about \$360 million per year for investment, representing 30% of overall regional resource requirements. This would imply that the Bank Group would increase its current lending in the sector by over 300% from the 2002 average of USD 70 million per year. The human and material resource requirements to meet this level of investment would be significant but achievable.

25. The breakdown of the investment requirements per phase is presented in Table 1.

Table 1: Estimated Financing Needed to Meet RWSSI Targets (as of 2003)

Source of Fund	Cost Estimate in million USD			
	Phase I	Phase II	Phase III	Total
	2004-2007	2008-2010	2011-2015	2004-2015
ADF/ADB	1,367	1,276	1,619	4,262
Other Donors	2,278	2,126	2,699	7,103
Governments and Community	911	850	1,079	2,841
Total	4,556	4,252	5,397	14,205

2.4 RWSSI Implementation Strategies

26. The RWSSI was adopted by the AfDB Boards of Directors in 2004 and was launched with the preparation of a “RWSSI Framework for Implementation (FFI)” which sets the road map for achieving the goals of the RWSSI and the “RWSSI Implementation Plan and Resource Mobilization Strategy”. The RWSSI implementation framework proposed a number of measures to accelerate planning, programming, preparation, and implementation of the

investment as well as the human resources capacity required to manage the program. The main strategies for implementing the Initiative have been:

- (i) Raising awareness about the RWSS situation in Africa;
- (ii) Mobilization of more funds from donors, RMCs, NGOs, communities;
- (iii) Adoption of fast track mechanisms;
- (iv) Adoption of demand responsive programmatic approaches;
- (v) Prioritization of sanitation, focusing on hygiene promotion and health education;
- (vi) Emphasis on capacity building for decentralized Government institutions, communities, private sector and artisans;
- (vii) Ensuring beneficiary participation, especially women, in the design and implementation of programs within an IWRM context of integrated water resources management (IWRM);
- (viii) Assuring sustainability through promotion of appropriate technology based on beneficiary consensus, ease of implementation, local knowledge for their O&M; and
- (ix) Partnership with other donors and sector actors.

2.5 Defining Country Groupings

27. Given that RMCs were at different stages of implementation of their rural water and sanitation plans, it was necessary for countries to be categorized, with the view to defining the appropriate support to be given to each of them. In line with this, the 53 African Countries were grouped during the formulation stage into four categories, based on a set of criteria:

- (i) RWSS access is below AWF-FFA/MDG targets;
- (ii) Financing is not available internally to meet investment requirements for AWW-FFA/MDG;
- (iii) Policy and institutional environment is favourable for RWSS interventions;
- (iv) RWSS sector investment program is available;
- (v) RWSS has been included in the PRSP as a priority; and
- (vi) Good governance and sound public expenditure management are practiced.

28. The indicative country groups and the nature of RWSSI interventions are presented in Table 2.

Table 2: Indicative Category of Countries and Nature of RWSSI Intervention

Category & Type of RWSSI Intervention	List of Countries
Category I (17 countries) Direct investment with capacity building	Mali, Ethiopia, Ghana, Rwanda, Uganda, Benin, Mozambique, Burkina Faso, Senegal, Mauritania, Madagascar, Nigeria, Morocco, Tunisia, Namibia, South Africa, Tanzania.
Category II (14 countries) Investment, with policy and institutional strengthening	Chad, Niger, Malawi, Kenya, Lesotho, Guinea, Guinea Bissau, Republic of Congo, Cote d'Ivoire, Zambia, Sao Tome and Principe, Equatorial Guinea, Gabon, Swaziland.
Category III (13 countries) Policy reform, and institutional strengthening, leading to investment	Cameroon, Gambia, Togo, Sierra Leone, Liberia, Burundi, Somalia, Angola, Sudan, Central Africa Republic, Zimbabwe, Eritrea, Congo DR.
Category IV (9 countries) Support to sustain access. Studies to document lessons for dissemination	Mauritius, Comoros, Botswana, Algeria, Egypt, Libya, Djibouti, Cape Verde, Seychelles.

2.6 Streamlining Programmatic Approach at Country Level

29. The RWSSI gradually promoted the use of a programmatic approach to the design, implementation and monitoring of rural water supply and sanitation investments in the past seven years. This has witnessed the shift from individual project financing to program financing. In some countries where the programs were not in place the Bank has provided assistance to develop national RWSS programs. The development of a national program includes the assessment of the situation; formulation of required institutional arrangements and legal frameworks; design of a capacity building strategy; and preparation of the country RWSS investment program with priority action plans.

2.7 Program Component

30. The RWSSI encourages policy reforms that pursue decentralized implementation and management of RWSS services, as well as integration of hygiene education and environmental sanitation promotion into projects/programs. The Bank has been applying this approach in RMCs by encouraging them to bring RWSS-related operations into a common program. All programs have two major components: i) Institutional Development Support; and ii) Water Supply and Sanitation Infrastructure.

31. The institutional development component of the programs mainly covers:

1. Institutional reform
2. Community mobilization and hygiene promotion
3. Training and competence building
4. Technical assistance (TA) and consultancy services
5. Monitoring and Evaluation (M&E)

32. The infrastructure component comprises:

1. Improved water supply provisions for beneficiary communities
 - Point source provisions consisting of hand dug wells,
 - Boreholes fitted with hand pumps, boreholes fitted with motorized pumps and spring tapings
 - Rural piped systems with limited distribution based on spring, groundwater or surfaces sources;
2. Improved water supply provisions for schools and health facilities
3. Improved sanitation facilities for schools, health facilities and public places
4. Improved household latrines

2.8 Institutional Arrangements

33. Various institutional arrangements were put in place to ensure the successful implementation of the Initiative's interventions. These were at the levels of the Bank Group, AfDB Country Offices and RMCs.

34. At the **Bank Group level** financing for water supply and sanitation had focused since it started its operations in 1967 on urban areas, as had most other donor support. There was a need to have a dedicated team to handle RWSSI activities. At the conception and initial design stage, RWSSI activities were managed under the public utilities division until 2006 when the Bank assessed the need for a new institutional set-up and approved the establishment of a Water and Sanitation Department (OWAS). Additional staff were allocated to meet the growing involvement of the Bank in the sector. There are currently two Divisions under OWAS with 34 professional staff, with responsibility for managing RWSSI projects, alongside other urban and peri-urban WSS projects. The 25 RWSS programs have been assigned to various Task Managers.

35. RWSSI has benefited from the Bank Group's overall strategy of decentralising its operations to the country level through the establishment of **Country Field Offices (FOs)**. The Bank started enhancing the decentralization of its operations in 2006 and to date has opened 25 Field Offices. Some of the FOs are staffed with water and sanitation experts as well as procurement, financial management and disbursement professionals who facilitate the implementation of the RWSS program in-country. Currently, there are water professionals in 10 of the FOs. Also infrastructure experts in other FOs support WSS activities. The FOs participate in AfDB missions and they are carrying out more and more of the supervision activities. The FOs are also playing a key role in facilitating dialogue between the Bank and RMCs and other

development partners. The decentralization process of the Bank is continuing and more staff is expected to be placed in the Field Offices with more operations managed by FOs.

36. RWSSI at **country level** uses existing government institutional arrangements for rural water supply and sanitation services. Through the institutional development component of the RWSSI, critical support has been provided to enhance program planning, management and technical capacities. In addition, support by multi-disciplinary consultants has been provided for preparation of detailed plans, tender documents, capacity building and supervision of works.

2.9 Coordination at the National Level

37. There are several actors at national, sub-national and local levels who have roles to play in the delivery of RWSS services. These many actors include national ministries, agencies, regional or district level structures, donors, NGOs/CSOs and beneficiary communities. Though in many RMCs there are dedicated national institutions responsible for the provision of water supply, the responsibility for sanitation and hygiene promotion often falls under several institutions with no clear delineation of responsibilities. This presents challenges for co-ordination of activities and harmonisation of approaches, and requires to be addressed to achieve the objectives of interventions. In most RMCs, this has been addressed through the establishment of program coordination committees and/or units to facilitate coordination. In some countries efforts have been made to facilitate coordination through the signing of a memorandum of understanding between ministries (Ethiopia), whilst in many others dedicated agencies have been established to facilitate the delivery of RWSS services. See Box 8.

2.10 Co-ordination among Funding Partners

38. The Bank has been actively involved in coordination with the other development partners active in the water and sanitation sector within the framework of harmonization and alignment principles. In order to sustain the country-level partnership, the Bank encourages and participates in government-led donor coordination meetings to periodically review the country program. A good number of the 20 RMCs which implement RWSSI organize annual sector reviews with stakeholders and donors and most of them have established partnership principles with donors. This has assisted Donors to harmonize their strategies and procedures in the implementation of RWSSI interventions as well as jointly setting targets and it has been increasingly taking the role of lead donor in countries. The Bank also assists RMCs to increase their role in sector dialogue in the monitoring and evaluation of the impact of their programs.

2.11 Gender Mainstreaming

39. The RWSS programs in the RMCs mainstream gender in the entire project cycle and stresses on equal participation by men and women in all key community decisions and commitments. In most programs the representation of women in various committees has been specified, ranging from 30% to 50%. Attention is paid to the training of women more in water and sanitation infrastructure operations and management.

2.12 Procurement

40. Procurement plans are prepared during project appraisal. RMC executing agencies undertake the procurement of works, goods, services, training and miscellaneous items as per the procurement plans. The Bank promotes use of country systems provided they have been assessed and found to be adequate to meet the projects and/or the program objectives and the Bank's fiduciary requirements⁵. For sector budget support operations, country systems are used entirely. Otherwise, all procurement of goods, works and services have been in accordance with the Bank's "**Rules and procedures for the procurement of goods, works and consultants as appropriate, using the Bank's standard documents**". The Bank's procurement rules and procedures were revised in May 2008 and were made effective in June 2009. Hence 18 programs appraised prior to May 2008 were prepared under the old procedures and rules. The new procurement rules and procedures increase the threshold level for National Competitive Bidding (NCB).

⁵ Bank Group Approach Towards Enhancing the Use of Country Systems, AFDB, ORPC, 2008

41. The Bank's post review procedure allows executing agencies to proceed with procurement of works without having to get the Bank's "no objection" for contracts. Ex-Post Technical Verification and Ex-Post Financial Controls allow executing agencies to undertake procurement of packages of values less than UA 100,000 (about USD 140,000) without obtaining prior "no-objection". However this is largely seen to be on the lower side when compared to practices by other donors financing similar programs. The full migration to the use of revised Rules and Procedures for procurement could lead to improvement and further harmonisation provided that capacity is demonstrated by the implementing agencies.

2.13 Financing Arrangement

42. The financing instruments have ranged from project loans and grants, sector investment loans, to sector-earmarked budget support. Thus, for instance, the financing arrangements for the Tanzania and Uganda RWSS programs were in the form of budget support with disbursements in annual tranches. For the majority of the RWSS programs, parallel financing arrangements are made where partners to the program take responsibility to finance selected districts or specific activities in up-stream works such as water sector reform, institution or capacity building.

2.14 Sources of Funding

43. The sources of funding for the RWSSI interventions are AfDB, other bilateral and multilateral donors, Governments, NGOs and beneficiary communities. AfDB uses a number of financing windows to address water supply and sanitation interventions, including:

- **AfDB/ADF funding:** this comprises the Bank's commercial loans, ADF concessionary loans and ADF grants.
- **RWSSI Trust Fund (RWSSI-TF):** this supplements AfDB's resources with a view to enlarging the funds available RWSS Programs. The RWSSI Trust Fund provides an opportunity to donors to give targeted assistance to water supply and sanitation to rural Africa, following AfDB's project/program approval processes. The contributors to the fund have included Denmark, France and Netherlands.
- **African Water Facility:** Hosted by the Bank on behalf of AMCOW, AWF funds have been used for program preparation or piloting innovative technologies or approaches which can be used in RWSS programs.
- **Multi-Donor Water Partnership Program (MDWPP):** MDWPP funding has been used mainly for the initial development of the RWSSI framework, preparing IWRM plans in RMCs, undertaking an internal RWSSI assessment and supporting the organisation of regional and international water-related events and knowledge management.

2.15 Establishment of a Monitoring and a Reporting Mechanism

44. Milestones have been set for various monitoring and evaluation activities in the RWSSI Implementation Plan document. These include: i) frequent supervision missions; ii) a mid-term review of each program during implementation; and iii) assessment and evaluation of each RWSS program at the end of each phase. Financial provisions have been made in a number of RWSS programs for the establishment of monitoring and evaluation systems to collect information on RWSS activities in the specific countries, providing real time data.

2.16 Long Term Sustainability of RWSS Systems

45. The RWSSI incorporates a number of strategies for the sustainability of the facilities as well as the services they provide. These include the following:

- promoting national ownership through policy oversight, effective co-ordination and harmonised approaches;
- establishing and capacitating relevant institutional structures to oversee, facilitate and implement interventions;
- emphasising community participation and stakeholder consultation;
- implementing a demand responsive approach (DRA) that engenders ownership;
- promoting supply chains and back-up support; and
- post-construction mentoring of newly formed operators.

46. In many countries RWSS implementation has taken place in the context of a wider national decentralization process. Accordingly, the RWSS program has been designed to be implemented using existing decentralized institutional structures at the National, Regional, District and Community levels as appropriate. The RWSS programs are also following a stepped approach shown in Annex 1 in which the districts and the communities are initially assisted to develop their RWSS program and on meeting the minimum requirements capacity building support is provided to undertake implementation of the program. This is designed to involve all stakeholders to buy into the program.

47. Technical sustainability is enhanced through the use of simple technologies for which the relevant technical expertise exists in the country. In addition the Program provides training of community representatives and local service providers in operation and maintenance of the selected technology option, and support availability of spare parts in remote communities.

48. Financial sustainability is challenging. It is encouraged through selection of the least cost technical options and making the beneficiary communities fully responsible for the operation and maintenance costs as well as the management of the services. Various mechanisms are put in place for the recovery of the O&M costs, depending on the individual community's decision.

3 RWSSI Achievements and Lessons

3.1 RWSSI Implementation Status

49. As an initiative, the RWSSI is being pursued by several African countries and through programs implemented by the AfDB as well as those supported by other development partners. This section focuses mainly on results attained in 20 country programs supported by the Bank, other development partners and governments. It should be underlined that the achievement of the provision of water supply and sanitation facilities across Africa is much more than what is reported in here, as it has not been possible to capture data for assessing the results outside of the 20 countries. However some estimates are made for Phase I.

50. The Initiative was launched with the preparation of country programs in 5 selected pilot countries - Ethiopia, Ghana, Mali, Rwanda, and Uganda. These had a favourable policy environment and institutional arrangements, necessary for kick-starting the Initiative.. Implementation started with three programs in 2003, and over the 7-year period to the end of 2009 a total of 25 programs in 20 countries (13 from Category I, 6 from Category II and 1 from Category IV) had been funded. Of the 25 programs, 5 (Senegal, Rwanda, Kenya, Tanzania, and Mali) are second phase programs. By the end of 2010, RWSSI programs are planned to be extended to Mozambique, Cameroon, Tanzania, Sao Tome, Cote D'Ivoire, Sudan and Eritrea. On average 3.4 programs have been launched annually.

51. As at the end of 2009, the AfDB had approved a total of 25 RWSS programs in 20 countries. The list of countries covered by the AfDB's intervention is shown in the Map in Figure 4. The programs/projects, which commenced prior to 2007, are expected to extend water supply to 30 million people and sanitation to 28 million people by the end of 2010. In addition, 3 programs approved in 2008 and 2009 are to provide a further 2.2 million people with water and sanitation by 2012.

52. The pace at which the programs are being implemented varies from country to country. As of end 2009, RWSS programs for Rwanda and Uganda were completed, whilst the implementation of the Senegal and Mali programs are over 95% completed. The average life of these 4 interventions is about 62 months, against the estimated average programs duration at appraisal of 45 months. Among other identified challenges, the lead time from Board approval to first disbursement has contributed to delays in program implementation, contributing about 23% of the implementation time.

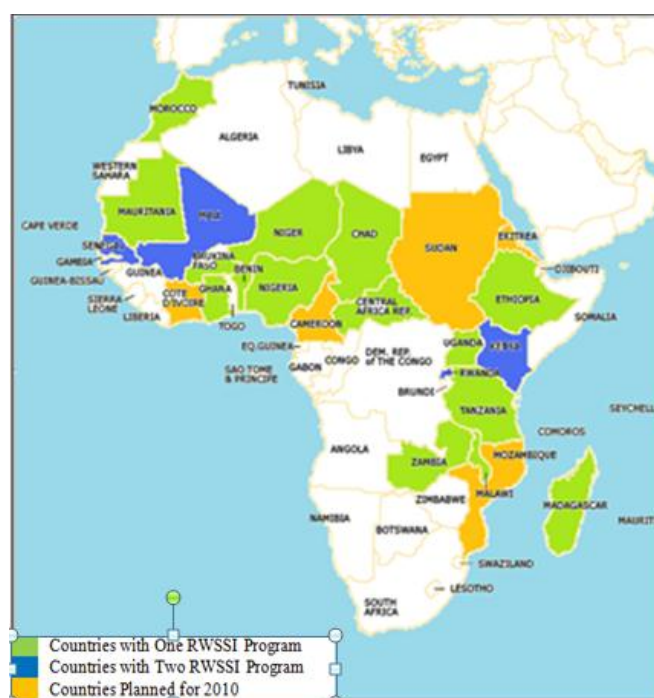


Figure 4: RWSSI Country Coverage

Table 3: Distribution of RWSSI Programs in RMCs up to end 2010

Category	Type of intervention	No. of Countries
I	Direct investment with capacity building	13
II	Investment, with policy and institutional strengthening	6
III	Policy reform, and institutional strengthening, leading to investment	
IV	Support to sustain access. Studies to document lessons for dissemination	1

53. The age of programs vis-a-vis the appraisal estimated duration is shown in Figure 5. The average percentage of time elapsed compared to the duration of the implementation at appraisal is 83%. This ranges from 5% for recently approved programs such as Central African Republic to 187% for earlier approved programs such as Mali. Most of the delays took place in the 5 pilot countries and most of the delays occurred due to difficulties in non-fulfilment of conditions for loan effectiveness and first disbursement.

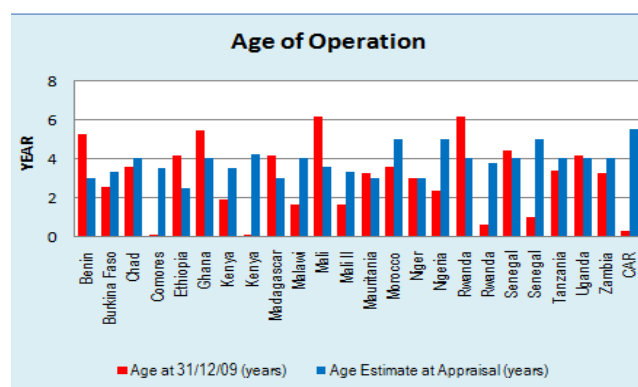


Figure 5: Age of Implemented Operations

3.2 Water Sector Governance

54. Recent studies have demonstrated a direct correlation between the countries most lacking in water services and with the weakest sector governance.⁶ Improving water sector governance encompasses a much broader range of factors. The 2009 Water Sector Governance Study undertaken by the AfDB reveals that “RWSSI has been designed with water sector governance issues and strengthening instruments in mind and with a keen appreciation for the impact of sector governance systems on the Initiative’s ultimate success.” This is noted from the early RWSSI planning documents, which address issues such as policy and institutional frameworks, decentralization and the principle of subsidiarity, participatory planning, financing, transparency and accountability, and monitoring and evaluation.

55. Governance issues were however not systematically addressed under the implementation of RWSSI. Following the Water Governance study undertaken in 2009, tools became available to analyse and track governance improvement activities in the water sector in general and RWSSI in particular. The Bank is now well-placed to better address water sector governance in future development of the RWSSI.

3.3 Awareness Created on RWSSI

56. The Bank has undertaken various activities such as presenting the RWSSI in Regional and International forums to create awareness and mobilize resources for RWSSI. This includes presentations on the Initiative at:

- Pan African Conference on Water (PANAFCON), December 2003;
- Bank Water Week at AfDB in June 2004;
- Paris Conference for Achieving the MDG on Water Supply and Sanitation in Rural Africa, April 2005;
- 3rd and 4th World Water Forum in Japan in 2003 and Mexico in 2006;
- UNSGAB Africa Dialogue, Tunis, December 2006;
- Annual Africa Water Week series – 2008,2009 and 2010;
- World Water Weeks in Stockholm;
- ADB Annual Meetings and
- Bilateral discussions between the Bank and other Development Partners.

57. It is encouraging to note that RWSSI has received significant mention in high-level political commitments and declarations, such as those made in the Tunis Declaration at the First African Water Week, Sharm El Sheikh Commitments on water and sanitation made by the Summit of Heads of State, and the Johannesburg Statement by AMCOW in 2009. These call on partners and governments to increase the mobilisation of resources and to support the strengthening of the Initiative to deliver on its targets. There is evidence of greater attention to RWSS, as suggested by increased budgetary allocation by the RMCs over the last couple of years.

⁶ Rethinking Governance in Water Services, Plummer and Slaymaker, ODI, London, UK, (2007). This is also amply elaborated in the second round of Country Status Overviews on Water and Sanitation, commissioned by AMCOW, that covered 32 countries.

3.4 Resource Mobilization and Utilization

3.4.1 Resources mobilized for RWSSI by AfDB

58. Prior to 2003 more than 80% of Bank Group financing for water supply and sanitation focused on urban areas, as did most donor support. In 2003, the Bank took the strategic decision to direct more of its water supply and sanitation financing to rural areas where access to basic services was lowest and poverty levels were highest. The allocation by the Bank to water supply and sanitation increased from an average of per annum USD 70 million prior to 2003 to a peak of USD 470 million in 2009. Since

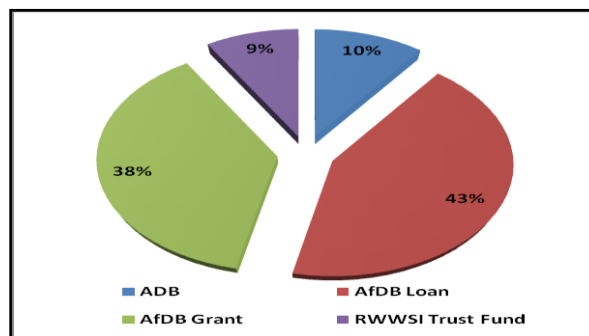


Figure 6: Share of RWSSI funding by type

2003 the Bank has provided funding amounting to USD 950 million for 25 RWSS programs in 20 RMCs. The special effort by the Bank at the Paris conference in 2005 to mobilise funds for water supply and sanitation in rural areas were particularly successful, and noted by significant increase in sub-sector finance allocation in the first few years immediately following the conference. A number of donors (DFID, France, Norway, Denmark, EU, etc) announced significant increases to the financing for WSS activities in Africa.

59. The major window of financing for infrastructure investment has been the African Development Fund (ADF) - apportioned between ADF grants (43%), ADF concessional loans (38%) and ADF commercial loans (10%). The RWSSI Trust Fund amounts to 9% of the total investment as illustrated in Figure 6. The actual amount financed by the Bank is as shown in Table 5 below.

Table 4: Source and amount of AfDB funding

Source of Funding	Amount in Million UA
ADB Commercial Loan	69
ADF Concessional Loan	291
ADF Grant	255
RWSSI Trust Fund	58
Total Funding	673 (approx Euro 807m)

60. Up to the end of December 2009 the Bank had mobilized for the RWSSI Trust Fund a total of Euro 90 million from the Governments of France (EUR 40 million), Denmark (Euro 30 million), and the Netherlands (Euro 20 million). Additional pledges of UA 22.3 from Canada and UA 1.9 million from Switzerland were secured in 2009 bringing the total RWSSI Trust Fund volume to Euro 124 million (UA 104 million).

3.4.2 Resources mobilized by the RMCs

61. The RWSSI Framework for Implementation stipulates the expected contributions from governments and the beneficiary communities at 15% and 5% of the RWSS investment requirement respectively. Although there was a total shortfall of 30% in the Phase I investment requirement, governments and communities contributed 19% of the total funds mobilized, marginally short of the required country contribution outlined in the FFI.

62. Current funding in the 20 RWSSI countries show the investment by governments and communities is 24%. The percentage of contribution to RWSSI varies from country to country. For example, in Tanzania it is 15%, while for Ethiopia it is reportedly 51% as shown in Figure 9. The increased contributions by governments and communities shows that governments have started to take ownership of the RWSSI program and are committing more and more funds.

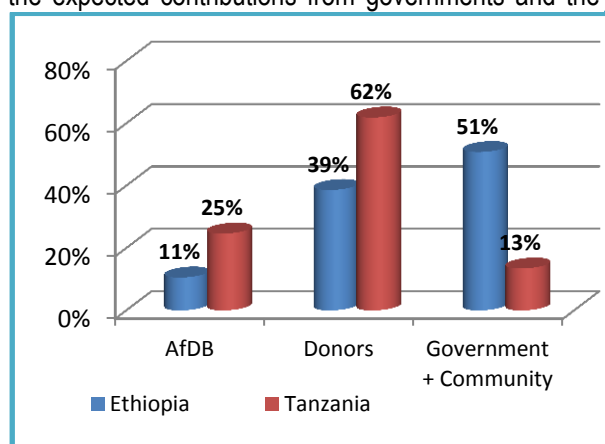


Figure 7: Country contributions – Ethiopia & Tanzania

3.4.3 Resources Mobilized for the 25 RWSS Programs

63. The 25 RWSS Programs have received significant donor and NGOs support. The main donors active in the water sector include the AfDB, World Bank, European Union (EU), Finnish International Development Agency (FINIDA), Danish International Development Agency (DANIDA), Swedish International Development Agency (SIDA), USAID, Agence France de Developpement (AFD), Austrian Development Cooperation, Kreditanstalt für Wiederaufbau (KfW), German Agency for Technical Cooperation (GTZ), Government of the Netherlands, the United Kingdom Department for International Development (DfID), UNICEF, Japan International Co-operation Agency (JICA) and a number of NGOs such as Water Aid. As at the end of December 2009, a total of USD 3.44 billion had been mobilized for the 25 RWSS programs in 20 countries; of which the AfDB contributed USD 0.95 billion (28% of the total), other donors contributed USD 1.67 billion (48% of total) and governments and communities USD 0.82 billion (24% of total) as shown in Figure 9. The specific amount of resources mobilised for each of the 25 programs from the Bank, partners, government and the community is provided in Annex 4.

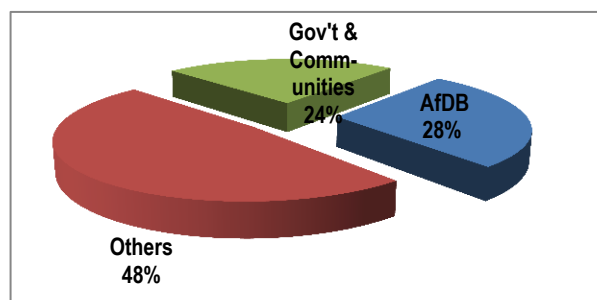


Figure 8: Percentage of Contribution by Source of Funds

3.4.4 Total Resources Mobilized for RWSSI in Africa

64. According to an assessment undertaken in 2008, the total amount mobilized for RWSSI in Phase I was estimated at about USD 3.21 billion. The amount of funds mobilized was short of the target by USD 1.35 billion which represents a deficit of 30% as shown in Table 6. From 2007-2009 an additional amount of USD 1.5 to 2.5 billion is estimated to have been mobilised bringing the total estimate of the amount of funds mobilised to USD 4.5 to 5.5 million.

Table 5: Resources mobilised (USD million)

Source of Fund	Target	Actual	Deficit	% Achieved
ADF/ADB	1,367	757	610	55%
Other Donors	2,278	1,849	429	81%
Governments & Communities	911	600	311	66%
Total	4,556	3,206	1,350	70%

3.5 How does Africa compare in the allocation of ODA for Water and Sanitation?

65. The main recipient regions of ODA to WSS from 2002 to 2007 were Asia (54%) and Africa (33%). Sub-Saharan Africa (SSA) received 26% of total aid for improved access to water supply and sanitation⁷. The allocation by regions is as shown in Figure 9. The significant portion of the aid is allocated to a few countries. In the years 2005 - 2006, an average USD 2.5 per capita of ODA was allocated to WSS. However, a significant number of countries with low levels of access to water supply and/or sanitation received very little during the same period (e.g. Angola, Central African Republic, Republic of Congo, Somalia, Togo received less than USD 0.5 per capita) while countries with higher levels of access in the other continents received more (e.g. Albania, Costa Rica, Iraq, Jordan, Lebanon and Malaysia all received at least USD 13 per capita).

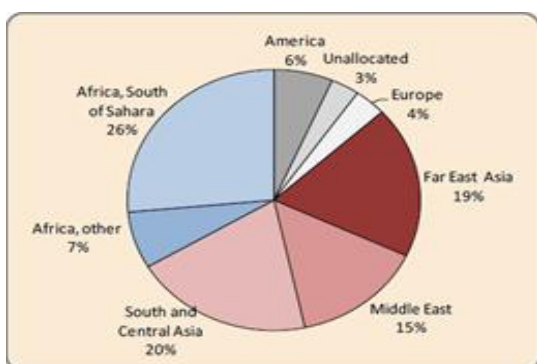


Figure 9: Distribution of Aid for WSS by Region – Average 2002-07

⁷ February 2009, OECD-DAC

3.6 Impact of RWSS Interventions

3.6.1 Population Served in Rural Africa: General

66. According to JMP reports, access to rural water supply and sanitation services in 1990 was 42% and 23% respectively, increasing to 50% for water supply and 27% for sanitation in 2006. In 2008 access was 57% for rural water supply and 32% for sanitation (see Figures 10 and 11). This figure however masks regional disparities, and while most countries in northern Africa had very high access (87% and 83% for water supply and sanitation respectively in 2008) the situation in Sub-Saharan Africa was considerably lower (47% and 24% for water supply and sanitation respectively in 2008). In the Fragile States rural access is disturbingly low, with Sierra Leone, in 2008, recording coverage of 26% for water supply and 6% for sanitation. A decrease in percentage of population with improved access in 2006 over the 2004 is shown in Figures 10 & 11, due to a change of definition by JMP of unimproved sanitation facilities, which now includes shared sanitation facilities⁸.

67. There are however some positive changes going on, including a reasonable decrease in open defecation. The percentage of open defecation in the Region has reduced from 32% in 2000 down to 27% in 2008, although once again, this remains unacceptably high in rural areas (38%). Whilst much needs to be done to improve drinking-water supply, substantial gains in access have been achieved by setting priorities and mobilizing support for the provision of water supply at international, national and local levels. Information provided by the AfDB Field Offices at the end of 2009 on the RWSS programs in the 20 countries financed by the Bank and other development partners is quite encouraging. The details of RWSSI's contribution to WSS coverage in the 20 countries covered are discussed in the next section.

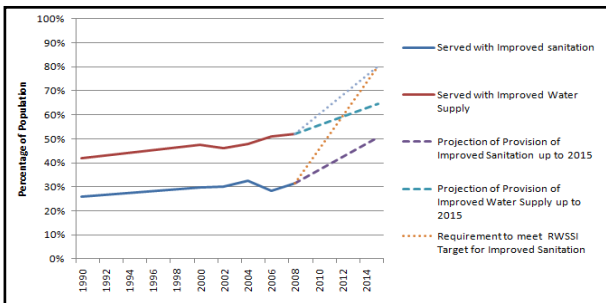


Figure 11: Rural population served WSS, %

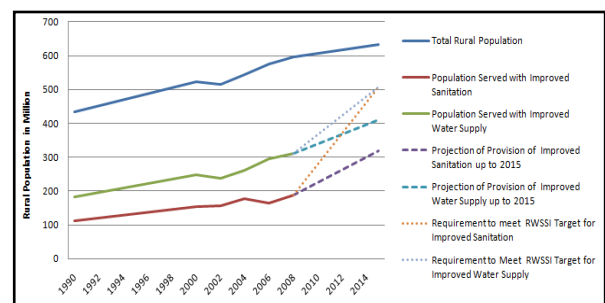


Figure 10: Rural population served WSS, millions

3.6.2 Population Reached in the 20 RWSSI Countries

68. Most of the programs approved in the early stage of the Initiative are recording considerable progress and populations in 15 of the countries have started benefiting from the water and sanitation facilities provided. The list of countries and the population targets under each program and the results attained so far are provided in Figure 12 and 13 and the detailed information is provided in Annex 2. In some countries, such as Rwanda and Ethiopia, the population served to date have already exceeded the appraisal target for the Bank. The Ghana project is also expected to serve more people than

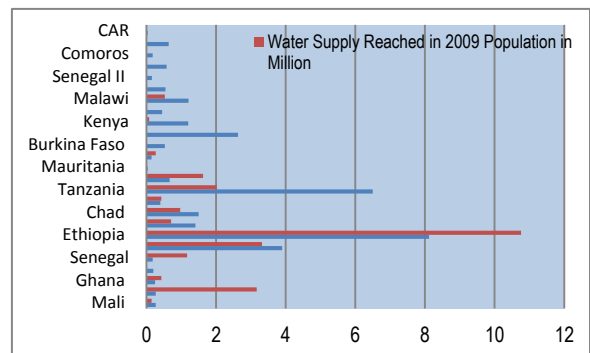


Figure 12 Access to Water Supply in the 20 RWSSI Countries (population in millions)

⁸ **Unimproved sanitation facilities:** do not ensure hygienic separation of human excreta from human contact. Unimproved facilities include pit latrines without a slab or platform, hanging latrines and bucket latrines

Shared sanitation facilities: Sanitation facilities of an otherwise acceptable type shared between two or more households. Only facilities that are not shared or not public are considered improved

planned. Some programs are yet to provide services due to either implementation delays or have only recently been approved.

69. The additional people provided access to water supply through the RWSSI in the 20 countries rose from the 1.15 million people reported in 2007 to over 25.7 million people in 2009, while for sanitation it increased from about 0.58 million in 2007 to about 17.0 million people in 2009. This brings the percentage of population reached against the target set by AfDB at appraisal for the 20 countries to 80% for water supply and 57% for sanitation. These access figures are the sum total of all interventions by the Bank and other development partners in the 20 countries. However it should be noted that the 27 million population reached with improved water access in the 20 countries represents only about 10% of the population which should be reached by 2015 to achieve 80% access for all Africa. For sanitation it represent 5.7%. The population reached is shown in Figure 14.

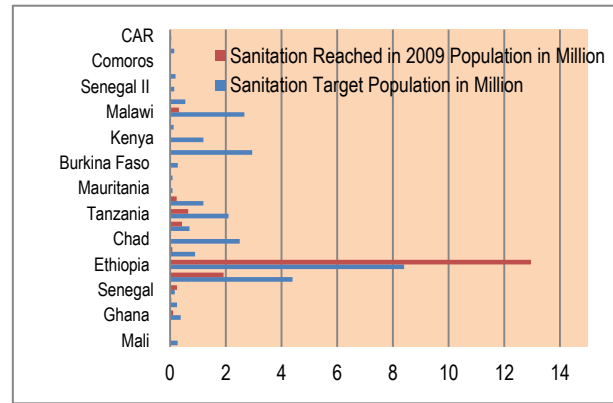


Figure 13: Access to sanitation in the 20 RWSSI countries (population in millions)

70. The sharp increase in population served with water and sanitation between 2008 and 2009 is a result of two factors: i) two years' time period required for the programs to start providing access to WSS, and ii) Time required for collection and transmission of information. The first year is required for fulfilling conditions for first disbursement, developing the implementation manuals and staffing and the second year is required for capacity building and under taking preparatory works and procurement of goods and services for implementation. There is also delay in the collection and transmission of information on the populations served. Thus it is possible that some of the served population reported in 2009 might have already been benefiting from the service in 2008, given that most programs were commissioned in 2005 and were expected to deliver services from 2007.

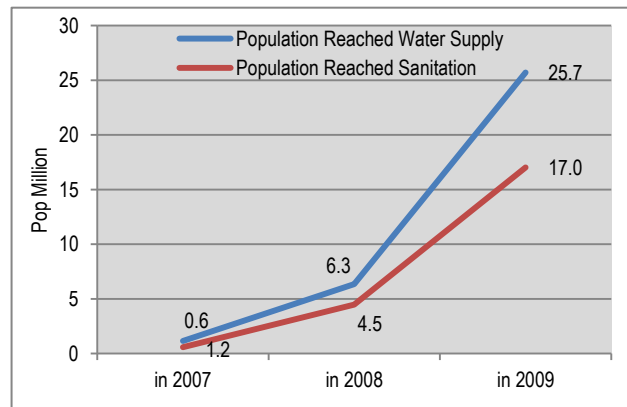


Figure 14: Additional Population Served in the 20 RWSSI Countries

71. Access figures for the 20 RWSSI countries have been obtained directly from the countries. It should be appreciated however those definitions of coverage in some countries differ from what is recommended under the RWSSI and by the JMP. Therefore where there were differences, adjustments were made to country data to bring them in line with the definitions adopted by the Initiative.⁹

72. The data obtained from the countries are supported by corresponding infrastructure developments and financial outlays. Based on calculation of the number of people served per water point and the number of new water points constructed and the number of water points rehabilitated the population that can be served from the new systems amounts to about 27 million people, similar to the population figures reported by the countries. Based on calculations of per capita cost of USD 50, the total mobilised fund when fully utilised should provide access to water supply and sanitation to about 72 million people. The current population reached reflects utilization of about 33% of the total fund mobilized and correlates with current situation of utilization of mobilised funds for the 20 countries.

⁹ As an example, the JMP definition and the Ethiopian Universal Access Program (UAP) definition are provided in Annex 3. In order to make coverage figures reported from Ethiopia based on 15 l/c/d within 1.5 km distance comparable to the recommended basic requirement of 20 l/c/d under the RWSSI⁹ the coverage figures obtained from Ethiopia have been reduced by 30%

3.6.3 Utilization of AfDB Fund and impact on service delivery

73. At the end of December 2009, out of the UA 658 million approved by the Bank, a total of UA 176 million, representing 29% of the approved amount had been disbursed on 25 RWSS programs. Though the first two programs (Mali and Rwanda) were approved in the last quarter of 2003 no significant disbursement was made until 2006. The disbursement during this start-up period was low as most of the activities undertaken focused on advocacy, policy reform, human resources and institutional capacity building, consultations with stakeholders, harmonization and coordination with donors, development of procurement manuals and procurement of consultancy services. However, once these initial activities were completed the rate of disbursement has increased steadily from a low of 2.5% in 2006 to 29% in 2009. The lessons from the first programs have been built into the subsequent programs and if the 2009 rate of increase in disbursement is maintained for the coming years the funds utilized are expected to reach over 50% of the total approved amount by the end of 2011.

3.7 Implementation Capacity and Approach

3.7.1 Programmatic Approach Promoted

74. RWSSI has increasingly promoted the programmatic approach to the delivery of RWSS; hence the past 7 years have witnessed a growing shift away from individual project financing to program financing. Prior to the RWSSI, all Bank interventions were project-based. However, currently 15 out of the 20 countries have developed RWSS programs. In some countries where the programs were not in place, the Bank has provided assistance their development. Other development partners have also played a key role in the development of national programs. For countries such as Lesotho, Mozambique, Guinea-Conakry, Burkina-Faso and Comoros, the Bank has supported the preparation of the national RWSS programs and has assisted in building capacity to manage them. Concurrent with program development, the Bank has undertaken limited RWSS interventions to test and refine the programs under development.

75. In line with this staged approach the financing instruments used have ranged from project loans and grants, sector investment loans to sector-earmarked budget support. Tanzania and Uganda RWSS programs which are based on sector-earmarked budget support programs and disbursed in annual tranches registered much higher (67% and 100% respectively) disbursements than the other programs and projects that used the more traditional instruments and which require procurement, reviews by the Bank prior to contract award. This sector-earmarked budget support has therefore resulted in accelerated program implementation. The Uganda program was completed in time with duration of 4.2 years as against projected completion period of 4 years. Most other programs exhibited considerable implementation delays of one 1 to 2 years.

76. The pre-RWSSI implementation modality typically comprised a study phase and an implementation phase, with phases taking from 3 to 5 years. The RWSSI approach put in place a system at the country level combines the two phases. As a result, there has been a reduction in project age. Prior to RWSSI, the average duration of a rural water supply and sanitation project was over 9 years. The study for the Monduli Rural Water Supply and Sanitation Project in Tanzania was approved in 1997 implementation started in 2003 and the project was completed in 2009. By comparison, the Tanzania RWSSI was approved in 2005 and was completed in 2010. For completed and almost completed RWSSI operations (Rwanda, Senegal, Uganda, Tanzania), the average duration is under 5 years. In these countries, implementation of the second phase should be significantly shorter, as the implementation modalities on the ground are already set up. This change under the RWSSI has meant that services are provided on average 4 years quicker than they were in the past.

77. The Water Governance Sector Study¹⁰ undertaken by AfDB in 2009 indicates that by the end of 2008, 11 African countries were using SWAp in the water sector and many more have SWAp in their health and education sectors. In general governments are increasingly viewing the sector-wide approach as an effective means for

¹⁰ Study on Water Sector Governance, AfDB, 2009

coordinating and facilitating sector development. Other advantages of the SWAp is that it enables better sector coordination, enhanced monitoring and evaluation and joint sector reviews.

3.7.2 Country institutional set-up reforms strengthened

78. Prior to 2002 in many countries a number of government agencies small units with limited staff were responsible for the implementation of rural water supply and sanitation services provision. However, with the advent of RWSSI and the preparation of the National RWSS Programs several countries have made progress with institutional reforms of rural water to unify and harmonize interventions in the sector. Rural water and sanitation department has been strengthened in many countries. The case in Senegal is presented in Box 2.

Box 2 Senegal Water Sector Institutional Set-up

The Senegalese Government has put in place the Millennium Water and Sanitation Program (PEPAM) which represents the strategy and investment program through which it intends to achieve the water and sanitation MDGs. The strategy aims to deepen the reform process with remarkable shift to private sector participation. In the rural sub-sector, the water and sanitation activities are managed under four directorates namely, Directorate of Sanitation, Directorate of Water Resources Management and Planning, Directorate of Hydraulics, and Directorate of Operation and Maintenance.

PEPAM is characterized by regular joint missions between government and development partners, and common procedure manuals. The whole process is managed by the joint government-led Coordination Unit. This is formalized under an annual joint sector review, where progress, plans, investments and challenges are addressed in a coordinated multi-stakeholder forum. WB, AfDB, and several bilateral and multilateral agencies are co-financing the ongoing Long Term Water Sector Project. Senegal is on track to meeting the MDG targets in water supply with lesser prospects for sanitation.

In rural areas, the government supported the introduction of more sustainable management models for piped water systems using boreholes. Among the innovative features of the project are the use of metering and volumetric pricing, mandatory maintenance contracts with private sector companies and support through micro-credit. http://en.wikipedia.org/wiki/Water_supply_and_sanitation_in_Senegal_-_cite_note-19 The first pilot project covered 80 boreholes and by 2010 all the country's 1,400 boreholes are to be under private maintenance contracts¹¹.

3.7.3 Enhanced Coordination among Donors

79. The Bank and several other development partners active in the water and sanitation sector have been actively engaged in coordination within the framework of harmonization and alignment principles. In order to sustain the country-level partnership, the AfDB encourages and participates in government-led joint sector reviews to assess progress, identify challenges and set targets. The Bank, through its FOs, is increasingly finding itself in the position of lead donor. It is also interesting to note that 80% of 20 RWSS countries organize an annual sector review and 75% of them have established partnership principles with donors.

80. AfDB and other development partners have supported countries in monitoring and evaluating the impact of the programs through backing the organization of co-ordination meetings and other fora under the country program. AfDB Field Offices which are operational in 25 countries also facilitate dialogue with countries and other partners. A good example of coordination among development partners is what has taken place in Uganda described in Box 3.

¹¹ Access, Newsletter of the WSP, March 2009

Box 3 Partnership and Coordination with Development Partners in Uganda

In Uganda, the Water and Sanitation Development Partners Group (WSDPG) ensures close collaboration among development partners active in the sector. The WSDPG works to enhance ownership and increase sector harmonization and alignment through joint programming, analytic work and missions, harmonized support for capacity building, mapping of members' sector finance, and aligning with the Annual Joint Sector Review (JSR) and Joint Technical Review (JTR), annual budgeting and the MTEF schedule.

The JSR is a forum for performance assessment, budget and policy guidance, assembling a broad spectrum of stakeholders to get an insight into, discuss and influence sector developments. The JSR pronounces on the achievements of the previous year's sector Undertakings, sets new Undertakings and receives reports and presentations from various sub-sector committees. However, the binding decision on acceptance of the Undertakings for the forthcoming year is taken by the Water and Sanitation Sector Working Group. The three day JSR event is attended by representatives from central Government, NGOs, development partners and local government. The JTR is a mid-year assessment of the Undertakings.

The JSR is preceded by a one day General Assembly which is attended by representatives of a wide range of District and Town Councils in Uganda. The objectives of the General Assembly are to enhance accountability and transparency in service delivery, allow local Governments, civil society and other service providers to be initiated in the performance measurement process, and to arrive at a common understanding of the opportunities and challenges faced by local governments, civil society and other service providers in improving water and sanitation services in Uganda. The main output of the GA is a limited number of agreed actions which are submitted to the JSR for discussion.

The JSR and JTR review meetings held in March and September have now established themselves as key dates in the sectoral calendar, both in-country and for visiting missions.

3.7.4 Strengthened Bank Implementation Capacity

81. Coordination of Bank water sector activities has been institutionalized and systematized under the institutional reforms at the Bank. This has involved the centralization of water supply and sanitation operations and IWRM activities in the Water and Sanitation Operations Department (OWAS) and the African Water Facility (AWF). The synergy created by the formation of OWAS has seen AWF support a number of front-end activities of RWSSI and support from mainstream Bank operations in the processing of AWF projects.

82. At the beginning of the RWSSI, OWAS had a limited number of staff. Hence RWSSI activities were managed by staff already over-burdened with other Bank activities. This condition had constrained implementation of RWSS Programs. Following an assessment of the need for additional staff, additional positions for the Department were approved in 2006. At the end of 2010, OWAS had 49 professional staff including 6 in AWF compared to 25 at the beginning of 2006. Of these, there are 12 water sector professionals in the Field Offices --Chad, DRC, Ethiopia, Kenya, Madagascar, Morocco, Mozambique, Rwanda, Senegal, Tanzania, Uganda and Zambia. In line with the Bank's decentralization agenda, OWAS staff in Field Offices will increase to 40% by 2012.

83. Technical Assistance (TA) support was also secured from the Finnish International Development Agency (FINNIDA) for two professionals for a total of three person years and support from the Swiss government for one TA and one consultant to support the monitoring and evaluation of RWSSI for a total of four person years commenced in September 2010. In September 2007, an assessment of RWSSI capacity needs was carried out by DfID Resource Centre of Environment, Water and Sanitation. Based on this assessment DfID has offered to support 10 TAs to be placed in 6 Field offices and 4 at the Headquarters over 3 years. The proposed TA support will strengthen RWSSI country program design and implementation and provide OWAS with additional expertise and skills mix and support the Bank's decentralization strategy. The contribution in the skills mix will consolidate efforts in stimulating hygiene behaviour changes and addressing poverty, equity and environmental issues that are cornerstone to sustainability and achievement of health benefits of RWSS Programs.

3.7.5 Local capacity enhanced

84. Analysis of RWSS programs in 10 Countries shows that a large number of local authorities and practitioners have been trained under the RWSS programs. In seven countries about 37,397 Water, Sanitation and Hygienic Education (WASH) Committees were established and by the end of 2009 over 26,240 of the WASH Committees or about 190,000 WASH Committees members have received training on the hygienic health education, management of water points, gender issues, etc.

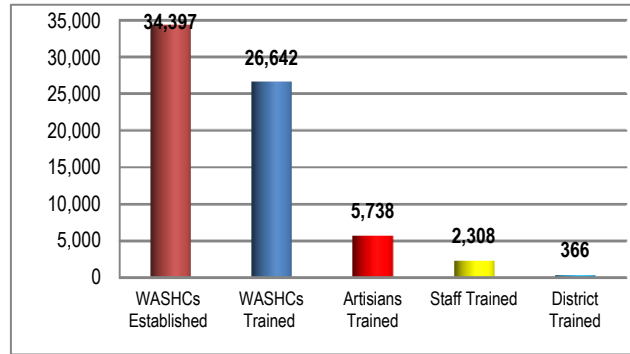


Figure 15: RWSSI Capacity Building Activities

85. The training was also provided in 366 districts to about 2,300 government officials and staff involved in the implementation of RWSS programs. In addition about 5,738 artisans were trained in the development of springs, hand dug well and installation and maintenance of hand pumps and other simple technologies. The number of water committees established and number of trainings conducted in the RWSSI countries is presented in Figure 16.

3.8 Gender Mainstreaming

86. The RWSSI has been instrumental in mainstreaming gender issues. Gender issues were mainstreamed at all levels of the development and implementation of all the 25 programs. To ensure gender is given due attention, gender experts have been recruited and integrated with the Bank’s appraisal and supervision mission teams. As reported in the Ethiopian RWSS program Mid-Term Review Report, women constitute the bigger proportion of the people that have received training under the RWSS program (See Box 4). In addition women participation in committees has increased substantially. Women have also started to be involved in the, operations and management of water points and construction of latrines.

Box 4: Participation of Women in RWSS Program: Ethiopia

The June 2009 Mid-term Review of the RWSS program in Ethiopia has shown that training was given for a total of 28 Woreda Water Sanitation and Health Teams, 30 Community Facilitation Teams (CFTs), and 654 Water Sanitation and Health Committees (WaSHCOMs). Out of the Total 654 persons trained in this program, 371 (57%) were female. Consequentially, women participations in WaSHCOMs have increased to about 40-50% and some WaSHCOMs are led by women. Based on guidelines the minimum number of women members in a WaSHCOM committee is 3 out of 7.

3.9 Improved Water Supply and Sanitation Infrastructure

87. The RWSSI has supported the development and rehabilitation of a number of water supply and sanitation infrastructure facilities. As shown in Figure 17, boreholes are the most prominent infrastructure installed, followed by rain water harvesting (RWH) systems, hand dug wells and spring protection schemes. However, assessment of recent Bank appraisal reports indicates that the preference for piped rural water supply schemes is growing. Though the number for the piped systems is the lowest among the different types of schemes, the number of population served by piped systems is the highest and accounts for about 50% of the total population served. In addition rehabilitation of existing schemes represents about 10% of the new constructions.

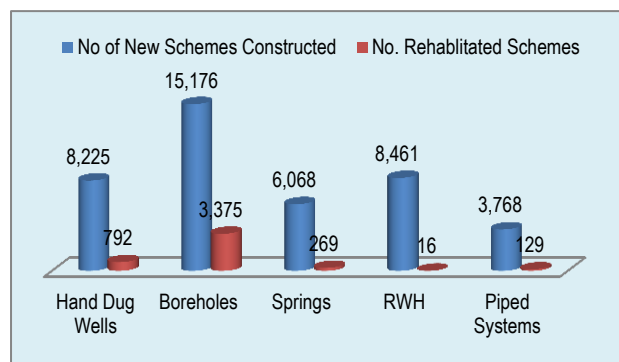


Figure 16: Number and Type of Rehabilitated and New Water Supply Schemes

88. In consideration of country challenges most RWSS programs the activities in sanitation were based on awareness creation through sanitation and hygiene education campaign to bring about behavioural changes and create

demand for household latrine constructions and construction of public toilets in schools, health centres and market places as well as demonstration latrines. In total over 5,000 public toilets were constructed. However in Rwanda, Ghana, Senegal and Zambia where the country strategy is to subsidise household latrines, a total of about 78,000 household toilets were constructed with part-financing by the program. It is believed that as a result of the campaign, a number of toilets have been constructed by households themselves, but the data have not been adequately captured so far.

3.10 Public-Private Partnership Promoted

89. Under the RWSSI public-private partnership (PPP) is exhibited in various forms and modalities reflecting the prevailing situation in each country. In most RWSS programs, the private sector is involved in the implementation of the interventions as consultants, contractors, artisans, community facilitators, operators and suppliers. The involvement of the local private sector operators in the RWSS programs has assisted in strengthening the reliability of the provision of water supply systems in rural areas. It has also promoted the institutionalization of fees for water and sanitation services in rural areas, which could guarantee the long term sustainability of the systems.

90. There are several examples of the public private partnership under RWSSI and two unique examples depicted here. The first is from Ethiopia where the use of grassroots (local) consultants operating at the lowest administrative level in planning, promotion, awareness creation, capacity building, design and supervision of RWSS interventions is promoted by the program. The second one is from Rwanda with the involvement of private operators in the effective management of rural water supply and sanitation systems. The examples are elaborated in Box 5 and 6 below.

Box 5: Ethiopia - Grassroots Consultants Support Communities and Local Administrators

In Ethiopia, the program assisted the formation of Woreda Support Groups (WSG) by inviting individual consultants from the disciplines needed to information meetings about the program. Individuals then associated as firms in order to be eligible to bid on tenders to support Woreda Water, Sanitation and Hygiene Teams (WWT). The 25 WSGs¹² formed were trained by more experienced national consultant's 25 WSGs groups on the main elements of the RWSS intervention before they were recruited for the assignment. The WSGs together with the WWT are involved in the preparation of WOREDA RWSS plan, establishment of WASH Committees, providing hygienic education to the community, design and supervision of the water and sanitations infrastructures, in training of operational staff on the management of the systems. While filling in the short fall the capacity, WSGs develop the WOREDA and community capacity for the long term sustainability. They act as partners to the community in the RWSS development activities and constitute a significant contribution to the building of local consultancy capacity.

¹² Ethiopia, RWSS Program, Mid Term Review Report, AfDB, OWAS, June 2009

Box 6: Rwanda Rural Water Supply Management by Private Operators

Inspired by neighbouring Uganda, in 2002 Rwanda contracted out rural water service provision in Northern Byumba Province to the local private sector. Bolstered by the success, in 2004 government shifted its policy of community management to promote local public-private partnerships¹³.

During the first RWSSI program, private operators increased from 7% in 2003 to nearly 30% at the end of 2007.¹⁴ Each water scheme is metered and communities pay 15 Francs per 20lt container (about USD 0.03 per 20lt container or USD 1.5/m³), whose rate is to cover operation, maintenance and amortization.

Community benefits include generation of employment, systematic collection of O&M costs, developed the grassroots entrepreneurship, reliable delivery of water supply and increased long term sustainability

The second RWSSI program in Rwanda has been designed in a way that will improve and consolidate the positive achievements of this approach, by strengthening the management capacity of the private sector operators, with a view to achieving 100% private management of schemes.

91. It is also noted that one of the factors which facilitated the involvement of the private water operators in Rwanda is the fact that most of the rural water supply systems are piped water schemes serving several water points, creating the basis for a reasonable financial return.

3.11 Elements of Long-Term Sustainability

92. Sustainability is threatened by numerous attitudinal, institutional and economic factors, and community participation approaches. The RWSSI attempts to incorporate a demand responsive approach, stakeholder consultation, appropriate institutional arrangements, and cost recovery principals. Although full cost recovery is difficult to achieve in rural water supply and sanitation, communities are expected to contribute 5% of the capital costs for water facilities and 100% of the operation and maintenance cost. Cost recovery varies from country to country depending on the institutional strength and the affordability of the community. Some innovative examples giving promise of long-term sustainability can be found in Rwanda, with the formation of private sector partnership for operation of water schemes, and in Malawi, with the emerging institutionalization of post-construction mentoring of operators (Box 7).

Box 7: Malawi: Post construction mentoring and training female accountants

The Malawi National Water Development Program (NWDP) will improve sustainability of 23 rural piped gravity flow water schemes by supporting the operators for up to one year after construction. With most resources usually being directed towards the more intensive construction and facilitation activities, the NWDP will implement post construction mentoring for 23 gravity flow schemes being rehabilitated. Operators will be assisted to understand system sustainability while acquiring specific skills covering technical, financial, and managerial and governance aspects of scheme operation. Experienced mentors will be contracted to periodically visit operators and supporting institutions during the schemes' most vulnerable gestation period to provide training and coaching. The mentor's work plan will be integrated into activities of the district coordination team and extension workers. Delivery will be through non-formal techniques, 'learning by doing' and visits from other recently mentored operators. Staggered scheme completion will allow optimum sharing of experience among operators. In addition to diverse technical capacity, selection criteria for mentors will include the ability to build confidence in the operator.

For NWDP point water systems, training in accountancy will be provided to over 8 thousand people, 75% of whom will be women. This high ratio of women was deemed strategic in order to take advantage of community perception that women were very reliable with communal funds.

¹³ Ministry of Lands, Environment, Forests, Water and Mines, Scaling up investment and reforms through national program and performance contracts, Emmanuel Nsanzumuganwa, February 2008.

¹⁴ Rwanda, National RWSS Program Phase II (2009-2012), Appraisal Report, AfDB, OWAS, February 2009

3.12 Partnership, Coordination and Harmonization

3.12.1 Sector coordination

93. Coordination among various actors in RMCs has significantly improved. Most countries have established program coordination committees. In countries where the programmatic approach is in place coordination at the national level could be easily facilitated as demonstrated by the Memorandum of Understanding (MOU) made between the various ministries in Ethiopia as shown in Box 8 below.

Box 8: Ethiopia MOU between Ministries of Water, Health and Education

Immediately after approval of the RWSS program in January 2006 the Ethiopian Government moved towards harmonizing and coordinating all RWSS activities. A Memorandum of Understanding (MoU) was signed in March 2006, between the Ministry of Water Resources (MoWR), Ministry of Health (MOH) and Ministry of Education (MoE) on the integrated implementation modality of water supply, sanitation and hygiene education (WASH) programs in Ethiopia.

The purpose of the MoU is to bring the main partners of the WASH sector: MoH, MoWR, and MoE together to facilitate their cooperation in joint planning, implementation and monitoring of water supply, sanitation and hygiene education (WASH) in communities, schools and health institutions thereby accelerating to both amenities and hygiene education towards the achievement of the MDGs.

In signing the MoU the parties commit themselves to work together in a spirit of cooperation at Federal level, and to support and empower sub-national government agencies to fulfil their roles and responsibilities and so as to achieve national objectives through decentralized service provision.

The MoU outlines in detail the major areas of cooperation, roles and responsibilities of the partners at the various administrative levels and the coordination structures.

3.12.2 Partnership and Harmonisation

94. To more effectively achieve objectives of the RWSSI, the programmatic approach also encouraged donor agencies and civil society organizations to coordinate and harmonize their inputs and reporting requirements. The programs are aligned along the policies, priorities and strategies of the countries and common implementation approaches are increasingly used. Partnership with civil society and private sector has also evolved. In Ethiopia, donors and government undertake twice yearly joint technical reviews (JTR) and an annual Multi-Stakeholder Forum focusing on policy issues. The JTR provides a platform for donors to review their programs and has successfully reduced the number of individual donor missions to the country. Other countries also undertake their annual joint sector and technical reviews

3.13 Monitoring and Evaluation

95. In response to the demand for the establishment of robust monitoring and evaluation systems at regional and country levels, the AWF in association with the Bank prepared a Pan African Water Monitoring and Evaluation Assessment report on the water sector M&E situation in Africa.¹⁵ The report included a Rapid M&E Assessment Template for undertaking detailed M&E Country Situation. The Report also includes a national, sub-regional and regional M&E Framework and Action Plan. Based on this, a pilot project for the establishment of M&E mechanism is being undertaken in Malawi by AWF and the program is expected to cover other countries. The Assessment report identified two strong M&E initiatives: 1) the approach to indicator standardization in Uganda, and 2) water point mapping in Malawi and Tanzania with potential for use as models across Africa (See Box 9). In general the Monitoring and Evaluation (M&E) systems in place seems to be inefficient and tend to report more on public sector activities and less on privately

1. 15 Pan African Water Sector, Monitoring and Evaluation, Assessment, African Water Facility, December 2008

owned facilities. Furthermore, measuring hygiene behavior change continues to be a challenge as it is not as easy as estimating the number of people who can be served by water source.

Box 9: Indicator Standardization and Water Point Mapping

In 2003, Uganda developed a set of “ten golden indicators” and integrated them into sector management systems. These indicators form the basis of measurement of annual sector performance.

In Malawi, Water Point Mapping (WPM) is a basic but highly informative tool that provides a geo-referenced map of water points with essential information on water point location, functionality and distribution. Combined with population data, it reveals inequity of distribution of water services and identifies districts not meeting national coverage standards. WPM was pioneered by WaterAid and was later taken up by the AfDB funded Integrated Rural Water Supply and Sanitation Project, National Water Development Program, and UNICEF. GPS/GIS data is now available for nearly all districts. It is still at its early stages of being integrated into district and ministry-level planning and management.

3.14 Alignment to Paris Declaration Promoted

96. The Bank has been consistently promoting RWSSI programs and projects to be aligned to the Paris Declarations and this has resulted in a positive output. Accordingly out of the 25 RWSSI programs 19 were implemented in countries with National programs and 12 out of 25 programs were implemented without the use of Project Implementation Units (PIUs). In addition about 50% of the programs have used National Competitive Bidding (NCB) to procure services, works and goods. Though there is the need for strengthening 13 out of 20 countries have established a common planning, reporting and sector review mechanism. However, to date only 2 out of the 25 programmes have used a basket funding mechanism.

4 Challenges in implementing RWSSI

4.1 Challenges in implementing RWSSI

97. After 7 years of implementing RWSSI, there are a number of challenges that have impeded progress and need to be addressed, as well as lessons that can inform the way forward. The following sections discuss these challenges and how they are being managed.

4.2 Up-Stream Issues

4.2.1 Spreading interventions among different categories of countries

98. The RWSSI Framework for Implementation groups the implementation of RWSSI into four categories according to need and readiness for implementation of the RWSS program. Out of the 53 African countries, there are RWSSI programs/projects in 20 countries by end 2009, (about 38%) as shown in Table 7 below. Most interventions (82%) have been in Category I countries where the requirements for direct investment were met, such as: (i) rural access below AWF-FFA/MDG targets; (ii) financing not available internally to meet investment requirements for AWW-FFA/MDG; (iii) favourable policy and institutional environment; (iv) availability of a RWSS investment program; and (v) prioritisation of RWSS.

Table 6: No. of Countries Covered by the RWSSI (with AfDB involvement)

Category/Type of Intervention		No of RMCs in FFI	No of RMCs Covered to Date	% of RMCs Covered
I	Direct investment with capacity building	17	14	82%
II	Investment, with policy and institutional strengthening	14	4	29%
III	Policy reform, and institutional strengthening, leading to investment	13	1	8%
IV	Support to sustain access. Studies to document lessons for dissemination	9	1	11%
Total		53	20	38%

99. Category II countries were identified as having favourable national policies and institutions for providing RWSS services but require strengthening in some areas. They may also not have comprehensive national RWSS programs and RWSS may or may not be clearly expressed in their Poverty Reduction Strategic Papers (PRSP). Category III countries were identified as having weak and unfavourable national policy and institutional environments and require major reforms. These do not have a national RWSS programme, and RWSS is not clearly expressed in the PRSP. To date only 5 countries of the 27 countries under categories II and III have received support through the RWSSI to undertake policy and institutional reform, prepare RWSS programs and strengthen institutional capacity. Figure 18 shows the list of Fragile States and post conflict countries most of which are under Category III.

100. Establishing a clear sector policy, creating a strong central capability for sector financing and project implementation, moving to greater cost recovery, and developing a system to monitor the condition of rural water and sanitation services are some of the critical



Figure 17: Fragile and Post Conflict States (Category III)

interventions that can make a difference and boost performance when implemented as a package. Experiences from the on-going RWSS programs indicate that implementing up-stream activities comprising policy and institutional reform, and program preparation require about two years. Hence to achieve the MDG targets on time up-stream activities should have already been undertaken for a good number of the 27 Category II and III countries.

4.2.2 Coordination of RWSSI at regional level

101. A number of development partners such as the World Bank, EU, UNICEF, NGOs and several other bilateral and multilateral agencies are actively involved in providing access to RWSS in Africa. African Governments and many international development partners have adopted RWSSI as the common framework for resources mobilization and investment. One of the characteristic features of RWSSI is its adoption of the programmatic approach, which reduces or avoids duplicated efforts in the same country, ensures consistency and allows for long-term commitment between the country and the development partners. While mechanisms for coordination of the efforts of development partners are established at country level in the 20 RWSSI countries, there is no coordination mechanism at the regional level across Africa. Hence the interventions by the various development partners in the RMCs are not adequately coordinated at the regional level to spread interventions more evenly in response to needs. This could be enhanced through a steering group co-ordinated by the AfDB.

4.2.3 Programmatic approach ought to be mainstreamed within the Bank

102. Although the Bank promotes the programmatic approach to implementing RWSSI at the country level. However, there is need to harmonize implementation approaches within the Bank departments and the two OWAS divisions. In the early stages of the RWSSI there was a special Task Force attending to RWSSI issues but this has ceased functioning creating the need for a RWSSI program coordination. It will be useful if the Bank could also consolidate these country programs into a single program approved in phases by the management of the Bank. This will reduce the tendency to run individual programs as separate units, reduce the frequency and time allocated for supervisions. More attention could then be paid to co-ordination with other regional partners.

103. In countries where the programmatic approach is in place the implementation of the program is in phases; however, the Bank's intervention is appraised only for a single phase. Hence, when a country program moves to the next phase the same process which was used in the first phase is repeated at the Bank. In addition some programs launched recently in 2009 such as in Kenya, are not in line with the programmatic approach. RWSSI has been in operation for the last 7 years, has completed its first phase and should be reviewed externally to assess its relevance. The Framework for Implementation, the Implementation Plan and the Resource Mobilization Strategy RWSSI documents could be revised based on the above experiences and lessons learned. This will also include streamlining the programmatic, phased and long-term approaches within the Bank.

4.3 Coordination of sanitation activities at country level to be improved

104. Though there are some examples of improved coordination and harmonization of sanitation interventions in countries such as Ethiopia, Mali, Burkina Faso, Uganda and Zambia, the institutional fragmentation remains a challenge in many others. This creates a vacuum of champions who could push the sanitation agenda forward. As indicated in the report, "Can Africa Afford to Miss the Sanitation MDG Target?"¹⁶, even in Senegal, where a fully fledged Ministry of Sanitation was established, the institutional fragmentation is still a constraint for scaling up sustainable hygiene programs. In countries like Tanzania, where the budget program approach is providing financial resources to the districts, the institutional fragmentation is a constraint for the development of sound strategies and implementable programs. Furthermore, measuring hygiene behavior change continues to be a challenge as it is not as easy as estimating the number of people who can be served by water source.

¹⁶ Can Africa Afford to Miss the Sanitation MDG Target?, A joint Initiative by AMCOW, AfDB the World Bank, and WSP, 2008

4.4 Developing Knowledge Management

105. Several innovative approaches and practices are reported from the various RWSS programs. This includes the joint sector review in Uganda, Ethiopia and Tanzania; use of private sector in management of water points in Rwanda, use of grassroots consultants to support local capacity in Ethiopia and Ghana, among others. However there is no systematic arrangement in place to document and disseminate the experience gained and lessons learned from these innovative approaches. There are also no arrangements for sharing knowledge between programs in the form of organized study tours or workshops for exchange of experiences and knowledge among the countries and executing agencies of country programs and Task Mangers at the Bank.

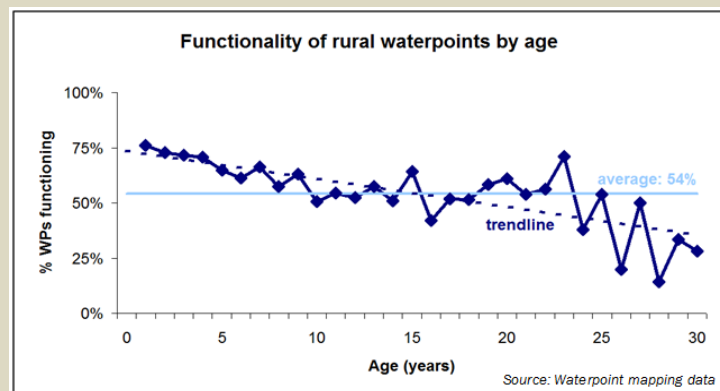
4.5 Ensuring the Functionality of Existing Systems

106. In most countries governments are the main providers of water supply services and hence it is their responsibility to ensure the provision of all aspects of the services including construction, operation and maintenance equipment and spare parts. Currently along with the decentralization policies of managing water at the lowest practical level, communities are being organized to manage their own water supply services. Though this would be beneficial in the long run, for the time being it has disrupted the existing maintenance structure and the supply chain managed by the government. Consequently the communities are exposed to a very weak and unreliable supply chain and non-functioning systems. Sustainability of rural water supply is a challenge and the enormity of the challenge is best illustrated with the current situation of the rural water supply system in Tanzania as shown in Box 10.

107. Appraisal reports of most RWSS programs have identified the supply chain as one of the critical elements in the operation and maintenance of the water schemes. However except in a few programs, establishment of an effective system, including manufacturers and suppliers/distributors of hand pumps and spare parts (as in Nigeria)¹⁸ and seed funds for distributors (as in Ghana) and capacity building of retailers in Malawi, no practical measures are incorporated in the appraisal reports of a majority of the programs. Thus in many countries this remains a weak link in ensuring sustainability. In addition the lack of community involvement in decision making with respect to operation and maintenance in the past years has contributed to this situation.

Box 10: Tanzania Functionality of Rural Water Supply

An ongoing exercise of mapping rural water points in Tanzania has identified that only some 54% of public improved water points are functional out of an estimated 65,000 rural water points nationwide. The main problem in rural water schemes is the lack of local technical and/or financial capacity to maintain assets. This situation results in the deterioration of rural water points to where they no longer provide the intended service. The inadequate-maintenance situation is aggravated by lack of a supply chain. As a consequence the service life of the rural water systems is decreased. The figure below demonstrates the link between the age and functionality of water points.¹⁷



¹⁷ WaterAid, forthcoming, using Water Point Mapping Surveys

¹⁸ Nigeria, RWSSI Sub-Programs, in Yobe and Osun States, Appraisal Report, AfDB, 2007

4.6 Boosting National Financing for Water Supply and Sanitation

108. To date only a few countries in SSA such as Ethiopia and South Africa provide significant financing for water supply and sanitation in national budgets. Ethiopia government funding to National RWSSI program is 30% of the total investment while that of Zambia is 11%. Major changes in resource allocation for the water and sanitation sector cannot occur without changes in the priorities of decision makers at local and central government levels. This would require an appropriate financing policy that provides basic guidelines on who pays for what, sources and access to finance and types, targets and levels of subsidies. If the water and sanitation MDG targets are to be achieved by 2015 the investment from governments and the beneficiaries have to increase substantially and financing policies, strategies and allocations have to be aligned accordingly.

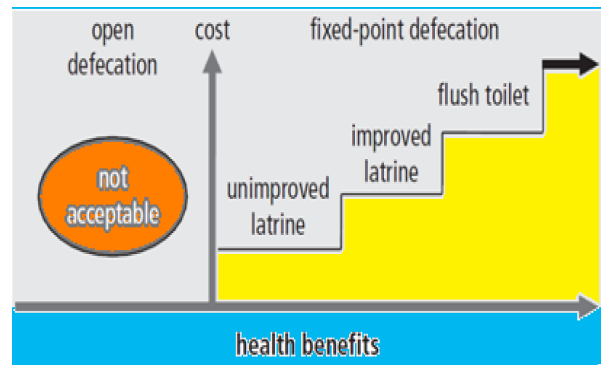


Figure 18: The Sanitation ladder, investments and health benefits

109. Furthermore in many countries sanitation is not only given less priority, budgetary allocations are often not reflected in the national budget. Sanitation is not a budgetary priority for local authorities or households, in spite of the evidence of the tremendous benefits on investment.

4.7 Specific Financing Strategy Addressing Sanitation Issues to be Developed

110. On-site sanitation is the predominant type of access to sanitation for about 65% of the population in Northern and Southern Africa, and 95% in Sub-Saharan Africa, and is essentially a household-driven investment,¹⁹ even though external support in the form of subsidies has been applied in several projects. Even if household latrines represents the bottom part of the sanitation ladder (Figure 19) and involves relatively little capital cost, it still needs to be financed. For many of Africa's poor households this investment could be big compared to household incomes. Since the health, economic and environmental benefits are high, and since their capacity and willingness to pay is low, it is necessary to stimulate households' investment through innovative cost-effective mechanisms e.g. revolving funds, subsidies, OBA, CODA, etc.

111. In many countries, there is no established approach to the financing of household sanitation facilities. The RWSSI itself is using two distinct approaches in financing household sanitation based on the strategies adopted by the countries. For countries like Mali, Rwanda and Senegal, financial subsidies for household latrines have been provided. However, subsidies are seen as unsustainable by some, and a number of countries apply a no-subsidy approach, based on the concept of Community-Led Total Sanitation (CLTS). They have however not developed the necessary financing tools to support households to put up facilities, a necessary strategy to fill the sanitation gap. Apart from Ethiopia sanitation awareness has not resulted in large scale latrine construction by the household.

4.8 Decentralization and Inadequate Local Capacity Development

112. In several cases, delays in the implementation of the RWSS programs are attributed to capacities at the country level, at various stages of the project cycle. Implementation capacity relates to skills and abilities, public awareness, economic factors and support infrastructure. Without adequate and appropriate capacity at different levels of government and at local level, services will not be sustainable. Capacity-building and sustainability are closely related. The capacity building component of the RWSS programs on average is about 10% of the total cost of the program. This has limited

¹⁹ Ref "Can Africa Afford to Miss the Sanitation Target?", a Joint AMCOW, AfDB, the World Bank and WSP Africa publication.

the scope of the capacity building component in addressing sector capacity building at all levels on a long-term, programmatic basis.

113. Many African countries have embarked on the process of devolving responsibilities for water and sanitation services to local authorities. Where legal authority for water supply and/or sanitation has been devolved to local government (as in South Africa, Malawi, Tanzania and Uganda) they should have the capacity for assuming responsibility for implementation. In most cases decentralization has not been accompanied by a flow of resources as these are still channelled through sector apex ministries. Local governments do not yet have the capacity and staff to assume this level of responsibility (as is the case currently in Malawi and Mozambique)²⁰. Most countries do not have a well articulated capacity building strategy for the sector.

114. However it should be noted that capacity is not just a problem at local government level but one which cripples the sector at every stage. Even if all the other problems could be solved immediately, the capacity issue will hold the sector back because of the time that is needed to train the required human resources. Hence, in parallel with the decentralization process there is a need to develop a national capacity building framework which will address the gap in water and sanitation services as well as other sectors. The future RWSSI interventions should therefore adequately balance investments in infrastructures and as well as capacity building.

4.9 Building Capacity of the Services Providers

115. Implementation of RWSS program involves a number of services providers which includes contractors, consultants, community mobilizers and artisans. Their existence, capacity, capability and modality of their engagement are elements which should be reckoned at the program planning stages and remedial measures incorporated in the program. Except for small local providers such as artisans, the capacity building aspect of major services providers such as consultants, contractors and drillers is not incorporated in most RWSS programs, other than Ethiopia. Consequentially, implementation of the RWSS programs is constrained. For example, in Ghana the initial delay was partially due to disagreement on the packaging of the drilling contracts to attract local contractors. However, after a long tendering process the contracts were awarded to 2 foreign contractors and one local contractor. Had the RWSS program had inbuilt component for local service providers this may not have happened.

4.10 Exploiting the Potential of Public/Private Partnerships

116. The engagement of public-private partnerships (PPPs) can improve public service management, provide private capital for projects in the public interest, and promote the implementation of basic services at a cost that is affordable for the vast majority. Few successful examples of the use of PPPs are sighted in the implementation of RWSS programs. In order to exploit the potential benefit from the involvement of the private sector in rural water supply much more has to be done in the formulation and implementation of RWSS Programs.

4.11 Providing Focus on Sanitation

117. The main components of the RWSS programs are provision of water supply and sanitation infrastructure, institutional reform and capacity building of the community and program management. Some programs have environmental monitoring, water resources management and monitoring and evaluation components as well. The focus on the components varies from one program to the other. Analysis of the 25 RWSS programs approved to date shows that about 65% of the financial resources to the programs go to water supply and only 15% goes to sanitation and hygienic education. Capacity

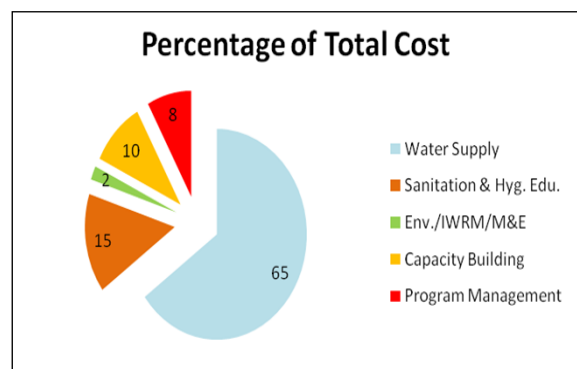


Figure 19: Percentage of Total Cost for Different Activities

²⁰ Study on Water Sector Governance, AfDB, 2009

building receives about 10% and then program management about 8% followed by Environment, Water Resources Management and Monitoring and evaluation which is 2%.

118. For most programs the investment for sanitation is mainly for community mobilization, sanitation promotion, training on hygienic education and construction of public sanitation facilities at schools, clinics and public places. Programs in a few countries have included financial provision for the construction of household sanitation. For example, the financial provision for sanitation for Rwanda and Mali was 34% and 32 % of the total program cost respectively. While in countries such as Zambia and Benin where support to household sanitation infrastructure provisions do not exist, the financial provisions were about 9% and 5 % respectively. The interventions in Mali are shown in Box 11 below.

119. The benefits lost from not financing household sanitation are not well documented and there are no guidelines on how much the public should finance household sanitation. A case study published by WSP on financing onsite sanitation reports that “partial public funding can trigger significantly increased access to household sanitation”. The report also argues that the question is not “Are subsidies good or bad?” but rather “How best can we invest in public funds”²¹.

Box 11: Provision of Sanitation Facilities in Mali and Rwanda

Mali, RWSS Phase 1 Program: Provides support to: (i) construction of 9,810 new family latrines; (ii) construct 9,900 washtubs with household cesspools; (iii) construct 115 new multi-compartment ventilated public latrines, equipped with wash-stands in schools, village health centres, and markets; (iv) train 200 small bricklayers; (v) train 200 school teachers to sensitize the population on hygiene; and (vi) the recruitment of approximately 400 health and hygiene sensitization agents for village sanitation structures²².

Rwanda, RWSS Phase 2 Program: Provides support for the provision of household sanitation services in 216 rural localities, and community sanitation services in 15 districts of 3 provinces. With regard to household sanitation, the referential or technical package of sanitation options comprise: (i) the VIP latrine or hand flush toilette (TCM); (ii) laundry tub drainage well; and (iii) hand wash basin. These are standard low-cost facilities that provide reasonable sustainability and hygiene guarantees. The program supports the construction of i) 16,000 household latrines and ii) the training of 500 masons in household latrine construction. On the completion of the program 150,000 people will be directly equipped with household sanitation.

4.12 Stepping up the Establishment of Monitoring and Evaluation Systems

120. Most countries have M&E systems that are project-based and fragmented, have little capacity to gather, analyse and report, lack national frameworks for M&E, and suffer from a paucity of demand for the information they offer. In addition, in most countries a variety of indicators and methods of data collection are used to measure the same parameter, which renders comparative analysis impossible. Many evaluations have been undertaken, but they again are of projects and serve mainly the purposes of donors and do little to support sector planning, budgeting and management processes. The M&E study commissioned by AWF in 2008 concludes that Water sector M&E across Africa is very weak. At present, with few exceptions, country M&E is unable to provide reliable data and information either for sector planning and management, or to networks of regional or global databases. Consequentially, the vast majority of countries need substantial effort, guidance and resources to create even the basis for effective water sector monitoring²³.

121. Financial provisions have been made in a number of RWSS programs for the establishment of monitoring and evaluation systems to collect information on RWSS activities in the specific countries, providing real time data. However the mechanisms and facilities required for facilitating collection, compilation and reporting/distributions are not yet fully developed in most countries. It is often difficult to get reliable information on access. Provider-based information is often at variance with those collected through various national surveys from which JMP data are derived. Whist this may be

²¹ Financing On-Site Sanitation for the Poor, A six country Comparative Review and Analysis, WSP, January 2010

²² Rwanda, RWSS Program Phase II (2009-2012), Appraisal Report, AfDB, OWAS, February 2009

²³ Pan African Water Sector, Monitoring and Evaluation, Assessment, African Water Facility, December 2008

explained by the different methodologies (one based on facilities provided, whilst the other is based on use), the disparities are often too large. In many instances this has been attributed to the use of differing definitions. The Bank has now established a monitoring and evaluation template and it is being tested in Malawi. Institutionalization of the monitoring and evaluation in the rest of the RMCs remains a challenge.

4.13 Robust Financial Systems Required to Stimulate Disbursement

122. Except for sector-earmarked budget support, disbursement for all other programs by the Bank is made on submission of financial records for the previous quarter or months as the case may be. Under the decentralised administrative setting and the programmatic approach, most payments are often effected at local/district level. Since compilation of the information from the local level takes time, transmission of the disbursement requests to the Bank often takes a long time, delaying replenishment and consequently creating gaps in project / program implementation. Where the countries involved have federal administrative systems - involving federal, regional and local governments - the situation is further aggravated by lack capacity for financial management as experienced in Ethiopia (See Box 12).

Box 12: Financial Management under RWSSI: Case of Ethiopia

The Bank uses the statement of expenditure (SOE) report as a basis for replenishing the special account. Under this disbursement procedure, replenishment is effected when the SOE report submitted to the Bank justifies 50% of expenditure. In the course of time, it was found very challenging to meet this threshold for replenishment. After negotiations, the Bank and the government agreed to reduce the threshold for replenishment of the initial advance to 20%. However even after this arrangement the problem has persisted. The Mid Term Review report captures the issue as follows:

"The first constraint is related to the high unpredictability of the program resource flow in terms of time and size. While the amounts committed are known, actual flow of resources depends on the timely reporting of expenditure (SOEs), the flexibility in shifting resources across expenditure categories, the accuracy of planning and degree of compliance of all regions to the requirement of replenishment. Lack of predictability has severe consequences for smooth program execution, as it becomes difficult to enter into contractual engagement with contractors, suppliers and service providers and be able to settle commitments as per the schedule. As a result, the credibility of the program and the trust of the community on WaSH have been eroded. The decentralization process, the Business Process Re-engineering (BPR) roll out to all parts and tiers of the government, weak capacity at lower level of local government and the complex financial management arrangements have amplified this problem. There must be a system to ensure that resource flows to Woredas is predictable in time and in size in order to render planning credible and ensure smooth implementation²⁴."

123. The graph in Figure 21 has been drawn on the basis of AfDB's actual approvals and disbursement up to end of 2009 and on the basis of indicative budget for RWSSI for the period 2010-2013 (Annex 5). As shown in figure 21, in order to keep the current balance between approval and disbursement of funds mobilised from AfDB, disbursement has to increase annually at 150%. This would be a daunting task to be accomplished in the coming years.

²⁴ Ethiopia, Rural Water Supply and Sanitation Program Mid-Term Review Report, OWAS, June 2009

4.14 Meeting Financial Resources Requirements

4.14.1 Funds required for attaining the 2015 RWSSI targets

124. The per capita cost for the provision of access to water supply and sanitation services was estimated to be USD 50.00 in the RWSSI FFI. The amount mobilised in Phase I (2003-2007) was about USD 3.2 billion. From 2007-2008 the total amount estimated to have been mobilized was USD 0.75 to 1.25 billion. From 2008-2009 an additional amount of USD 1.5 to 2.5 billion is estimated to have been mobilised. Based on the JMP 2008 access figures for improved water supply and sanitation services and the RWSSI target for 2015, the additional funding required from 2008 up to 2015 to achieve the 80% RWSSI population targets is estimated to be USD 11.58 billion. Accordingly, the additional funds required from 2010 to achieve the 2015 targets would be USD 9 to 10 billion. See Table 7 below.

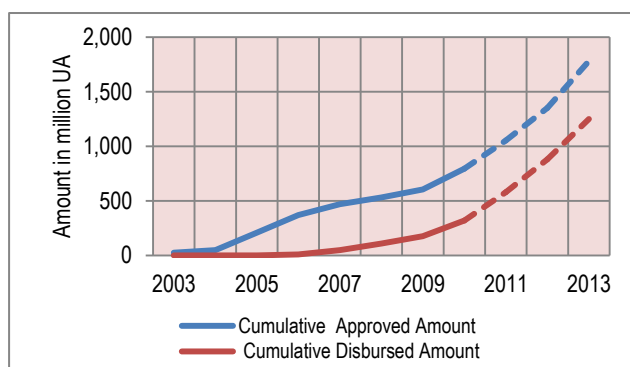


Figure 20: Forecast of Approved and Disbursed Amounts

125. As shown in Table 7, the financial requirement for sanitation is about 41% of the total requirement while the actual allocation for sanitation in the 25 RWSS programs is on average less than 10%. In large measure this is due to lack of attention to sanitation alluded to earlier, the multiplicity of institutions involved (so no one seems to do anything) and the often unclear national policies regarding the financing of household sanitation.

126. Based on the financing program set in RWSSI - FFI and taking into consideration what has been mobilised in Phase I, the financial resource requirement by source of fund and by phase to meet the 2015 RWSSI target is as shown in Table 8 below.

Table 7: Financial Resources Requirement Estimate to Attain the 2015 RWSSI Target

Description	Rural Pop.	Target Pop.	Additional Pop. to be Served	Per Capita Cost USD	Required Fund in USD Billion.
2008 Water Supply Access Reported by JMP	595	311			
Phase II Water Supply Target and Requirement (2010)	593	391	80	35	2.8
Phase III Water Supply Target and Requirement (2015)	633	506	115	35	4.0
Total Amount Required for Water Supply (2015)			195	35	6.8
2008 Sanitation Access Reported by JMP	595	189			
Phase II Sanitation Target and Requirement (2010)	593	391	202	15	3.0
Phase III Sanitation Target & Requirement (2015)	633	506	115	15	1.7
Total Amount Required for Sanitation (2015)			317	15	4.8
Total Additional Amount Required for WSS (2015)					11.6
Estimate of Fund Mobilized from in 2008 and 2009					1.5 to 2.5
Additional amount Required to Meet the 2015 RWSSI Target					9 to 10

Table 8: Financial Resource Requirement by Source of Fund and by Phase

Source of Fund	Cost Estimate in Billion USD			
	Phase I Actual 2004-2007	Phase II 2008-2010	Phase III 2011-2015	Total 2004-2015
ADF/ADB	0.8	1.7	1.7	4.3
Other Donors	1.8	2.9	2.9	7.6
Governments and Community	0.6	1.2	1.2	2.9
Total	3.2	5.8	5.8	14.8

4.15 Allocation of Funds by AfDB Should Match Commitment

127. Donor support for the RWSSI has been encouraging. This has been demonstrated by the 43% increase in the replenishment of ADF X (2005-2007) and 52% increase in the replenishment of ADF XI (2008-2010) resources and by the commitments to RWSSI Trust Fund amounting to Euro 90.8 million. The Bank's contribution towards RWSSI increased from USD 36 million in 2004 to a peak of USD 247 million in 2006, but declined to USD 155 in 2007 and to USD 100 million in 2009. Figure 22 shows the Bank's allocation of funds to the water sector from 2004 to 2009.

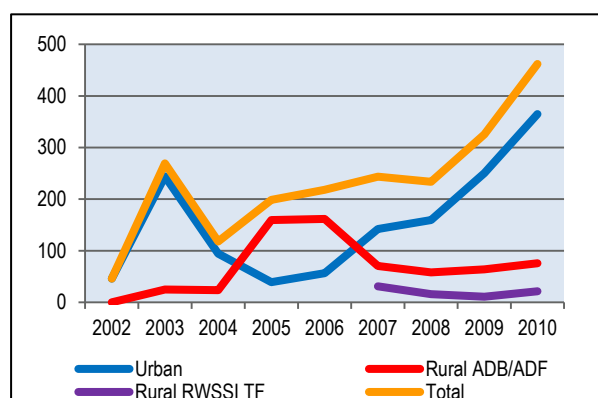


Figure 21: Annual Water Sector Funding by AfDB in UA m

128. In Phase I, the Bank only achieved 56% (USD 767 million) of the RWSSI lending target of USD 1.4 billion. The commitment by the Bank to achieve the Phase II access target is USD 1.8 billion, however, the total allocation anticipated for Phase II from ADF XII is USD 0.6 billion resulting in a shortfall of USD 1.2 billion. These shortfalls are a result of number of reasons as follows:

- Although the ADF Deputies agreed to the Bank's request for additional resources for RWSSI during the ADF X negotiations by granting the Fund a 43% increase, the ADF X policy document fell short of earmarking or ring fencing the resources for RWSSI, stating that the funds will be allocated to the countries using the established resource allocation mechanisms to countries and sectors;
- The food, energy and financial crises increased competition for the Bank's resources
- Increasing demand for urban water supply was not matched by demand for RWSSI. The Banks funding for water and sanitation has increased 6 fold in 2003 to 2009.
- Competition for resources by the different sectors as a result of competing needs at country level limited the allocation to rural water supply and sanitation;
- In some cases the size of the country allocation was too small to allow a sizable RWSSI program in accordance with the needs.
- Some countries, like Sudan and Zimbabwe were under sanction and could not utilize their allocations while others like Liberia and Sierra Leone as post conflict countries also could not use their allocation.

129. If the target set by for the RWSS Initiative is to be achieved the shortfalls from Phase I and Phase II have to be mobilised during the coming years on top of the Phase III requirements.

4.16 Increasing Government and Community Contributions

130. African Governments and communities have contributed on average 26 % of the fund for the 20 RWSS countries. However the contribution by individual countries varies considerably from less than 10% to over 50% of the total fund mobilised as shown in Figure 23. Those countries which have contributed less than 20% need to increase their contribution otherwise they will not be able to attain the MDG water and sanitation targets.

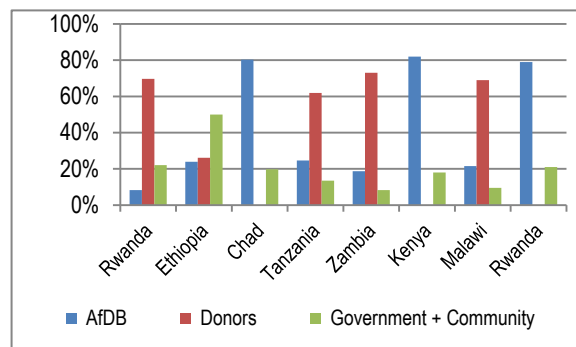


Figure 22: Percentage of Contributions in Selected Countries

4.17 Intensifying Mobilization of Resources from Other Partners

131. According to the Phase I assessment, from the total USD 3.21 billion mobilized for RWSSI in Africa, other development partners have contributed 58% and governments and communities 19%. This a very encouraging figure compared to the financing program of RWSSI which is 50% by donors and 20% by governments and communities. However it should be noted that the total amount mobilized for Phase I (Table 9) is short by USD 1.35 billion from the original estimate (Table 1). The revised financial resources requirement for Phase II from Partners is almost USD 5.8 billion. However the amount raised so far compared to the requirement is inadequate. Hence mobilization of resources required to achieve the MDG targets should be taken without delay.

5 Way Forward

5.1 Building on RWSSI's achievements

132. RWSSI has become an important instrument for socio-economic transformation in the rural areas of Africa. The impact of RWSSI in the provision of water supply and sanitation services is remarkable and has become the common framework for resources mobilization and investment for rural water supply and sanitation services in rural Africa. In order for the Initiative to continue playing this unique role in the region it needs to be buttressed with a number of actions by National Governments, development partners, NGOs, the beneficiary communities and other stakeholders. The key intervention areas identified for immediate action are as follows:

1. Bolster Resource Mobilization Efforts
2. Consolidate AfDB implementation capacity
3. Increase focus on the provision of sanitation and hygiene education
4. Increase support national capacity building efforts
5. Establish an effective reporting and monitoring mechanism
6. Develop a regional coordination mechanism

133. Elaborations on the key recommendations are given in the following sections.

5.2 Bolster Resource Mobilization Efforts

134. The revised financial requirement for RWSSI to attain the 2015 RWSSI targets is USD is 9 to 10 billion. However, there is a large gap between current financial flows from the Bank, donors and beneficiaries and the funds needed to meet the needs for the rest of the period. Annual flows will have to be increased significantly to meet the targets. This will require:

- i. Ensuring allocation of adequate funds for RWSSI under ADF XII and beyond
- ii. Campaigning for additional funds from traditional and new donor communities , from bilateral channels, NGOs on co-financing
- iii. Campaigning for African governments to increase budgetary funding for the water supply and sanitation sector based on a well-articulated investment plan; and
- iv. According priority to mobilizing additional resources for the RWSSI Trust Fund.

5.2.1 Conference on Rural Water Supply and Sanitation Needs in Africa

135. The RWSSI began in response to targets set in the Africa Water Vision and the Millennium Development Goals. These targets embody the power to direct development towards rural areas. Improved infrastructure will make rural areas more attractive to live in and thus contribute to strengthening the roll-out of decentralization undertaken by many governments. The First International Conference on Water Supply and Sanitation in Rural Africa held in Paris in 2005 very successfully drew the attention of Ministers of Finance and Water to the infrastructure needs of the rural water supply and sanitation sub-sector and resulted in much increased financing but which has since waned. A second conference to report back to these ministries would provide an opportunity to renew commitment to the sub-sector and generate needed funds, in a maner similar to the 2005 conference.

5.3 Consolidate AfDB Implementation Capacity

136. In order to strengthen the Bank's RWSSI implementation role, attention should be given to the areas spelt out in the following sections.

5.3.1 Reinforcing management of the Initiative at AfDB

137. In order to strengthen the management of RWSSI at the Bank level, there is the need for a RWSSI coordinator within OWAS to ensure common approaches. The Framework for Implementation needs to be updated and a set of guidelines for developing RWSSII programs taking into account the country context should be developed. .

5.3.2 Getting value from decentralization of OWAS activities

138. The decentralization process the Bank is pursuing needs to be operationalized through more delegation of authority to the Field Offices. Otherwise the advantages from the process might be lost. Field Office staff need to take more responsibilities for supervising RWSSI activities. Currently, the Bank is fielding about 1.9 supervision missions annually to each RWSSI country. Supervision of programs needs to be increased to two or more per year. In light of the fact that RWSS is implemented using the programmatic approach, a lot more time and frequency of supervision are needed. This is reinforced by the need to undertake ex-poste review of some of procurement goods, works and services.

139. More Field Offices need to be resourced with experts with capacity to manage RWSSI programmes. OWASOWAS has recruited local experts in 11 Field Offices to support the implementation of RWSSI activities. It is recommended that more local staff be recruited as soon as possible to support implementation of RWSSI programs. However, the number and skill mix of staff to be recruited would have to be commensurate with the volume and nature of work in each country. As seen from the implementation progress, the problems faced immediately after loan approval relate to policy, institutional, financial and procurement issues. Hence the program would benefit more from support provided by institutional/management expertise right from start-up, to be complemented with a technical person at a later stage. OWAS should also implement plans for the transfer of Headquarter staff to Field Offices.

5.3.3 Focusing on countries with large unserved populations

140. Democratic Republic of the Congo, Ethiopia, Kenya, Nigeria, South Africa, Sudan and Tanzania will make up more than 50% of Africa's population by 2015. Access to water and sanitation in these countries is lagging behind and efforts are inadequate. There is need for significant progress on access to water and sanitation in these seven countries if Africa is to meet the MDG target. It is therefore proposed that much more attention is given to these countries by assigning RWSS Task Managers resident in each of the countries. However, this action should not derail the focus on the other countries.

5.3.4 Focusing on Fragile States and Post-Conflict Countries

141. About 20 African countries are classified under Fragile States or Post-Conflict Countries. Out of these only two countries, Comoros and Central African Republic have so far been covered under the RWSSI. The challenges for achieving the water and sanitation MDG targets are significantly greater in these Fragile State and Post-Conflict Countries. Early action will be needed if support is to move beyond creating the enabling environment to the effective and efficient delivery of services. It will be important, especially for this category of countries to link infrastructure development with efforts to strengthen the policy, regulatory, institutional and capacity development amongst other things. The FFI should take into account the special needs of fragile states, such as, for example, the criteria in selecting consultants and contractors needed to assist in building local capacities.

5.3.5 Developing new and using existing tools

142. In addition to the increase in the staff and involvement of the Field Officers, there is a need to regularly orient the staff on the purposes and procedures of RWSSI, harmonise RWSSI approaches, avoid inconsistencies and set targets for improvements in sector governance. This will require:

- Specific strategic orientation to draw attention to sanitation needs;
- Use of the water governance tools for situational analysis, target setting and tracking water sector improvements;
- Analytical tools and operational approaches to enhance resource mobilization and increased harmonization within RWSSI at country level;

- Guidelines for development and implementation of national programs;
- Common tools for RWSSI implementation including climate change, gender SWAP and budget support;
- Standard documents such as TOR for mission preparation and reporting as well as for appraisal; and
- Updating the Framework for Implementation by incorporating lessons learned during RWSSI so far, including those from fragile states.

5.4 Increase Focus on the Provision of Sanitation and Hygiene Education

143. As noted earlier, only 6 countries are likely to attain the MDG's sanitation target. The investment requirement for sanitation to meet the RWSSI target is about 41% of the total requirement. Financing for sanitation to attain the MDGs target needs to increase four fold. This situation calls for African governments, development partners including the Bank to be mindful of the need to continuously advocate greater support for sanitation and hygiene. It is also important to note that provision of sanitation infrastructure might not deliver the expected impact unless it is accompanied by a comprehensive, integrated public health care approach. The commitments made by the regional political leadership in the eThekweni declaration should guide the region's approach to sanitation (Box 13). In addition there is need for closer collaboration with WSP and other actors on the AfricanSan.

Box 13: Recalling eThekweni Commitments on Sanitation

Access to improved sanitation remains a big challenge in many African countries, and yet several commitments have been made to address this. The eThekweni Declaration made by African Ministers responsible for sanitation made a number of commitments, some of which are stated below:

- (i) mobilize political good-will for the sector;
- (ii) ensure the change of the general perception and attitude towards sanitation to influence planning, funding, use of innovative technologies such as biogas and dry toilets and marketing.
- (iii) increase the profile of sanitation and hygiene in PRSP and other relevant strategy related processes;
- (iv) establish one coordinating body with specific responsibility for sanitation and hygiene, involving all stakeholders, including but not limited to those responsible for finance, health, water, education, gender, and local government;
- (v) undertake a hygienic health education campaign in schools, and among the local communities;
- (vi) establish specific public sector budget allocations for sanitation and hygiene programs; and
- (vii) set targets for governments spending of 0.5% of GDP on sanitation as agreed in eThekweni declaration, signed by over 30 African government ministers in Durban in February 2008,
- (viii) build and strengthen capacity for sanitation and hygiene implementation;
- (ix) Explore possibilities to involve private sector participation

5.5 Increase Support to National Capacity Building Efforts

5.5.1 Supporting the development of national policy reforms through RWSS Programs

144. Strong political support by national governments for the RWSS program is a very critical input to the success of RWSSI. This political buy-in should be reflected with the development a clear sector policy, creating a strong central capability, moving to greater cost recovery, developing the RWSS national program and developing a robust monitoring and evaluation system. There are a number of countries which should be supported to go through this process. Hence, the RWSSI Trust Fund should take these upstream activities as priority intervention areas, especially in fragile and post-conflict countries such as Liberia, Sierra Leone, DRC and others.

5.5.2 Maintaining and mainstreaming of programmatic approach

145. Strong national ownership of the national water and sanitation program is a prerequisite for the long-term sustainability of sector investments. In the pilot stage, some RWSS programs included establishment of Project Implementation Units (PIUs). This arrangement does not support the strengthening of National systems. For the next phase of the RWSS programs, establishment of PIUs should be avoided.

146. The emphasis on a programmatic approach that is mainstreamed into national systems will be instrumental in creating a more coherent and integrated national framework for greater harmonization and donor support in the member countries. RWSSI should support countries that do not yet have programs to prepare them.

5.5.3 Enhancing harmonization and coordination effort at country level

147. In line with the ongoing harmonization program supported by the AfDB, it is necessary to work towards adopting common procedures and instruments for donor interventions at country level, as this will greatly reduce transaction costs for the country. The Bank should strengthen its involvement in national stakeholders' fora and should continue supporting the organization of the annual sector reviews at country level as this enables the establishment of undertakings and facilitates harmonization and collaboration. Where country systems are assessed and evaluated, it is imperative that the RWSS program use country systems to the extent possible. Given the fact that in most countries RWSS implementation is carried out at decentralised local levels, the use of country systems, such as country procedures for national competitive bidding, provides an opportunity to strengthen them.

5.5.4 Sustaining the strengthening of government institutions

148. Ensuring that mainstream government implementation systems are raised to a level where institutions can implement the programs in a comprehensive, efficient and sustainable manner is of prime importance for the success of RWSSI. This would require strengthening of planning, budgeting and monitoring capacities/capabilities within these institutions.

149. The process of decentralization takes a long time. Though most governments are decentralizing, the shift of power and resources from the central to the local level is not going at the same rate. In addition the building of capacities at the local level is also very slow, making it difficult to ensure that people with the right skills are in the right place. Hence it is recommended that the Bank ensure that these essential issues are addressed in the process of preparing the national programs.

5.5.5 Increasing investments in human resource and institutional capacity

150. The substantial increase in the investment level for water facilities (in some countries the annual output in terms of new or rehabilitated water facilities will have to be doubled or tripled in order to meet the MDGs) inevitably leads to an increased workload and additional recurrent expenditures in the line ministries and decentralised structures responsible for physical and budgetary planning, monitoring and overall coordination of water and sanitation activities. An integral part of the national program preparation should thus be to provide support to the identification of institutional capability needs and the establishment of a plan to ensure that these capabilities are developed and that key institutions are adequately resourced.

151. Local government and community capacity: Successful implementation of rural water supply and sanitation programs and their sustainability depends on having adequate capacity both at the decentralized local government level and among communities. Capacity-building must be a priority and should focus on learning and knowledge sharing – not just exclusively on training. Priority should be given to strengthening local players, which means local authorities, and also the government's technical departments that are usually not equipped to give support to the local authorities. In most African countries, a vast human resources development plan is needed and the AfDB can assist in the formulation of national capacity development plans and support its implementation using the RWSSI Trust Fund. Local governance support and promotion can be also considered in RWSSI programs to enhance participation, maintenance and sustainability.

152. Local contracting and consulting capacity: In many countries this is found to be inadequate to achieve the scaling up required to achieve the MDGs. The RWSSI strategy therefore promotes the training and use of artisans for

implementing the simpler schemes and makes use of international contractors and consultants for large contracts. It will be necessary to explore how national procurement rules can be utilized to allow more local enterprises to participate in big contracts.

5.6 Establish an Effective Reporting and Monitoring Mechanism

153. With the evolution of programs and sector budget support, allocation of individual donor funds for specific activities will be decreased. In this context, monitoring and evaluation of the impacts of AfDB and other funding therefore needs to be addressed in a different manner, requiring overall sector development rather than specific and direct outputs from individual investments.

154. Developing and implementing such uniform monitoring and evaluation systems is challenging but of paramount importance to the success of promoting the programmatic approach to sector development. Yet, the evidence suggests that progress at the national level has been limited. The AfDB's OWAS/AWF should collaborate with development partners in the region in institutionalizing M&E systems in all RMCs. This should be implemented in a step-by-step format as recommended in the M&E study conducted by the OWAS/AWF.

5.7 Develop a Regional Coordination Mechanism

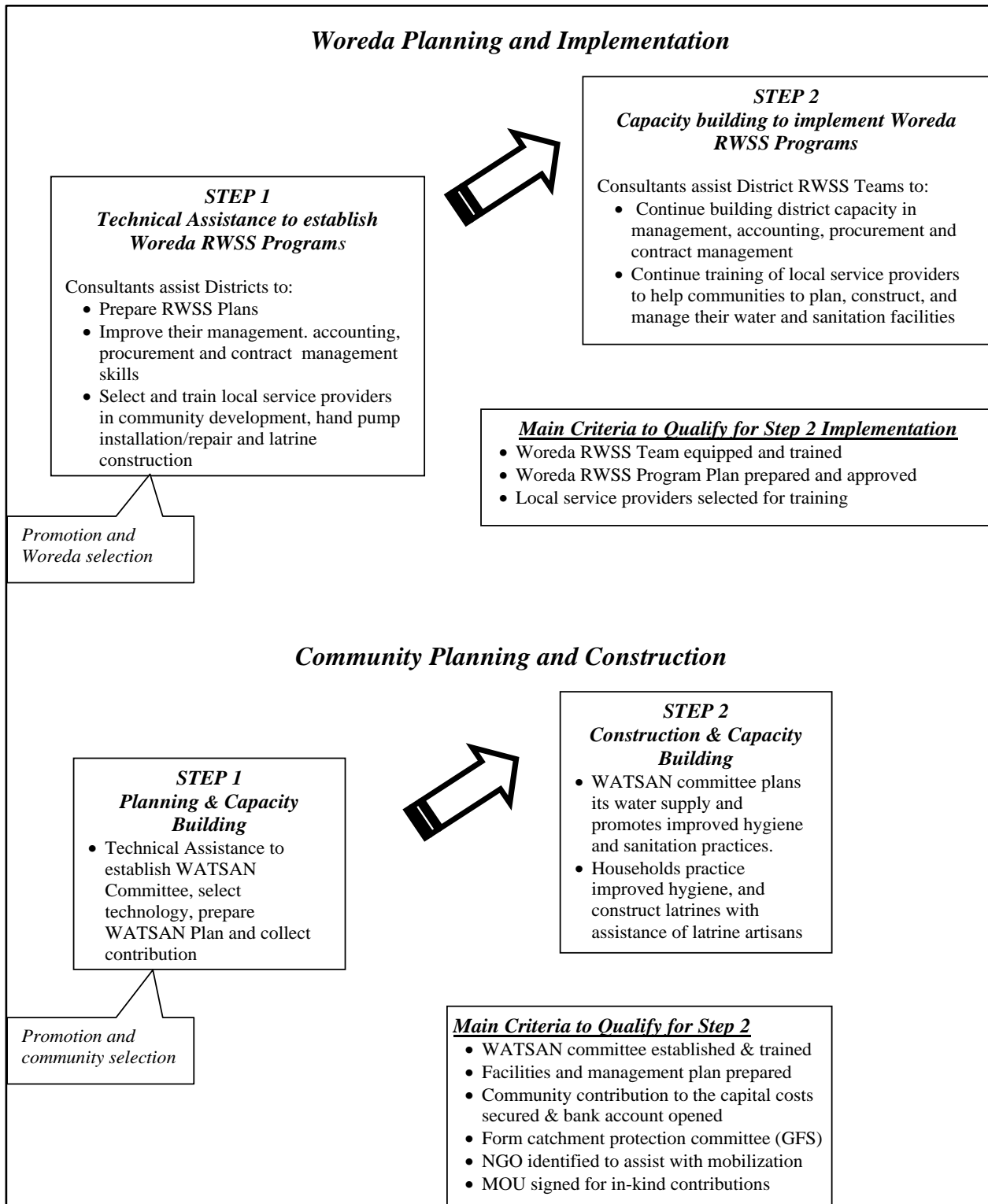
155. As the champion of the RWSSI, the AfDB is uniquely situated to work through AMCOW in building consensus around the key principles of the Initiative. The Initiative has been adopted as the common framework for resource mobilization and investment for rural water supply and sanitation by RMCs and the development partners. This agenda should be upheld by the creation of a regional platform for the sharing of knowledge and experience, and galvanizing support towards the RWSSI. Hence it is recommended that AfDB pursue the establishment of a regional RWSSI steering committee led by AMCOW and comprising key actors such as the World Bank, UN Agencies, EU, and other multilateral and bilateral donors. AfDB should host the secretariat for the Steering Committee. Such collaboration would enhance the capacities of the Bank and development partners and better facilitate sharing of experiences in innovative approaches, help build synergies for optimizing support to the member countries to achieve the MDGs for water supply and sanitation. The steering Committee would help keep the momentum garnered by RWSSI.

5.8 Undertake an Independent Assessment of Phase I and Phase II RWSSI Activities

156. This internal assessment provides an insight to the achievements, lessons learnt, challenges and the way forward for the RWSSI. By the end of 2010, RWSSI would be completing Phase II and it would be timely to undertake an independent external assessment. The main objective of the assesment would be to determine the effectiveness of the RWSSI and identify areas of improvement needed to achieve its objectives. The assessment would also update and substantiate the present findings. An outline of the terms of referance for an independant assessment of the Phase I and Phase II RWSSI activites is provided in Annex 6 .

ANNEXES

ANNEX 1: STEPPED APPROACH TO RURAL WATER SUPPLY AND SANITATION IN ETHIOPIA



ANNEX 2: POPULATION REACHED IN THE 20 RWSSI COUNTRIES

Ref No.	Country /Date of Approval	Population							
		Water Supply				Sanitation			
		Target in Million	2007	2008	2009	Target in Million	2007	2008	2009
1	Mali (17-Dec-03)	0.27	100,000	136,000	150,000	0.27			
2	Rwanda (17-Dec-03) [#]	0.27	293,300	475,000	3,137,600	0.01		14,600	16,200
3	Ghana (8-Sep-04)	0.25	6,000	180,000	433,800	0.38	4,000	20,000	110,000
4	Benin (10-Nov-04)	0.2		5,600	10,000	0.25		15,000	38,000
5	Senegal (21-Sep-05) [#]	0.18	55,000	100,000	1,172,500	0.17	42,500	42,500	250,700
6	Uganda (19-Dec-05) [#]	3.9	699,500	1,995,400	3,319,000	4.4	541,300	1,596,300	1,916,600
7	Ethiopia (21-Dec-05) ^{*#}	8.12		2,681,800	10,755,100	8.4		2,652,800	12,956,300
8	Madagascar (21-Dec-05) [§]	1.41			709,700	0.9			75,300
9	Chad (12-Jul-06)	1.5			972,000	2.5			
10	Morocco (21-Jul-06)	0.4		120,000	430,000	0.7		140,000	430,000
11	Tanzania (13-Sep-06) ^{# §}	6.5		650,800	2,015,000	2.1			646,500
12	Zambia (31-Oct-06) ^{#§}	0.67			1,630,500	1.2			242,000
13	Mauritania (15-Nov-06)	0.04				0.09			
14	Niger (21-Feb-07)	0.15			27,000	0.09			
15	Burkina Faso (24-Jul-07)	0.53				0.28			
16	Nigeria (10-Oct-07)	2.63				2.95			
17	Kenya (21-Nov-07)	1.2			7,700	1.2			13,400
18	Mali II (11-Jun-08)	0.45				0.13			
19	Malawi (2-Jul-08) [§]	1.21			527,800	2.67			323,100
20	Tanzania Zanzibar (11-Nov-08)	0.55				0.55			
21	Senegal II (18-Feb-09)	0.16				0.15			
22	Kenya II (03-Nov-09)	0.58				0.2			
23	Comoros (17-Dec-09)	0.18				0.02			
24	Rwanda (01-Jun-09)	0.64				0.15			
25	CAR (10-Nov-09)	0.04				0.04			
26	Mozambique [§]				403,000				10,300
	Grand Total in Million	32.03	1.15	6.34	25.7	29.8	0.59	4.48	17.03
*	The population served reported by the country has been reduced by 30% to accommodate the lower service standards adopted by the country.								
§	Includes Population gaining access after 2003 from none RWSSI projects financed by AfDB								
#	Includes population reached from the rural water supply program funded by other partners								

ANNEX 3: JOINT MONITORING PROJECT (JMP) AND UNIVERSAL ACCESS PROGRAM (UAP) DEFINITIONS

Joint Monitoring Project	Universal Access Program
<p>Drinking Water - JMP</p> <p>(i) source within 1 km and 20 l/p/d;</p> <p>(ii) sources defined as improved: piped water into dwelling, plot or yard; public tap/standpipe; borehole; protected dug well; protected spring; rainwater collection</p>	<p>Drinking Water – UAP</p> <p>Rural:</p> <p>(i) source within 1.5 km, 15 l/p/d</p> <p>(ii) source: wells (including hand dug, shallow, and deep); springs; streams; cisterns; ponds</p> <p>Urban:</p> <p>(i) source within 0.5 km, 20 l/p/d</p> <p>(ii) source not defined, though the UAP (p. 16) states: ‘all necessary measures will be taken to ensure the quality of the water source’.</p>
<p>Sanitation - JMP</p> <p>Defines improved sanitation as: flush or pour-flush to a piped sewer system, septic tank, or pit latrine; ventilated improved pit latrine; pit latrine with slab; or composting toilet</p>	<p>Sanitation - UAP</p> <p>‘Lowest cost option that ensures a clean and healthful living environment both at home and in the neighbourhood of users’.</p>

ANNEX 4: FUND MOBILISED FOR THE 25 RWSS PROGRAMS - IN MILLION UA

Ref. No.	Country Program	Amount in Million UA							
		Total	ADB	AfDB Loan	AfDB Grant	RWWSI Trust Fund	Others	Government	Community
1	Mali	16.1		9.8	2.2			2.5	1.6
2	Rwanda	240.0		4.0	9.0		172.5	53.0	1.6
3	Ghana	14.4			12.8			0.6	0.9
4	Benin	75.6		10.7			51.0	13.4	0.4
5	Senegal	102.4		25.0			73.4	3.1	0.9
6	Uganda	156.4			40.0		36.6	77.1	2.7
7	Madagascar	62.0			52.7				9.3
8	Ethiopia	412.9			43.6		159.5	123.7	86.1
9	Chad	16.2			13.0			2.2	1.0
10	Morocco	91.0	69.0					15.0	7.0
11	Tanzania	223.0		45.0	10.0		138.0	23.0	7.0
12	Zambia	111.1		25.7			69.0	12.5	3.9
13	Mauritania	44.2		9.7			32.6	1.6	0.2
14	Burkina Faso	146.7		20.0		10.0	81.7	30.1	4.9
15	Niger	25.7			3.0	11.0	10.0	1.2	0.5
16	Nigeria	175.0		51.0			108.0	16.0	
17	Kenya	45.2		35.0		10.0			0.2
18	Mali	37.4		23.0		10.0		3.9	0.5
19	Malawi	155.4		15.2	20.4	3.3	101.5	12.7	2.3
20	Senegal	33.4		30.0				2.9	0.5
21	Rwanda	22.7			10.0	6.0		5.7	1.0
22	Kenya	15.0			15.0				
23	Comoros	4.1			2.0	2.0		0.1	
24	CAR	10.4			7.0	3.0		0.1	0.3
25	Tanzania-Zanzibar	11.0		7.1		3.0		0.4	0.5
	Total	2,247.08	69.00	311.22	240.71	58.29	1,033.77	400.84	133.25
	Total	2,247		621		1,092		534	
	Total in USD	3,438		950		1,671		817	
	Total in UA	2,247		621			1,626		
	Total in USD	3,438		950			2,488		

*Note 1UA = 1.53 USD

ANNEX 5: APPROVED & DISBURSED AMOUNTS Up To 2009 & FORECAST UP TO 2013

Year	Amount in Million UA			
	Approval in the Year	Disbursement in the year	Cumulative Approved Amount	Cumulative Disbursed Amount
2003	25	0	25	0
2004	49	0	49	0
2005	208	0	208	0
2006	360	0	369	9
2007	421	49	470	49
2008	421	61	531	110
2009	429	66	605	176
2010	191*	184**	796	360
2011	257*	260**	1053	620
2012	298*	300**	1351	920
2013	430*	430**	1781	1350

*Amount Approved for the year are indicative figures

**Amounts disbursed for the year are anticipated projections

ANNEX 6: OUTLINE ToR FOR AN INDEPENDENT ASSESSMENT OF RWSSI

1. BACKGROUND

- African Water Vision goals
- MDG targets
- RWSSI and AWW
- Target population, costs, 30% Bank
- First International Conference on Rural Water Supply and Sanitation
- Framework for Implementation & its fast tracking proposals, quality at entry:
- Ownership, Efficacy, Implementability, Sustainability
- FFI Implementation Plan: programme approach, Multi-Pronged Implementation, Implementation Procedures, Demand-Driven Approaches, Partnerships, Co-ordination
- Establishment of RWSSI Trust Fund, donors, program eligibility, funds contributed, activities approved

2. CONTEXT & ASSEMENTS

Context

- assess impact of RWSSI
- an input to second International Conference on Rural Water Supply and Sanitation,
- status of RWSSI operations
- five Paris Declaration Principles
- intentional overlap with internal RWSSI Assessment 2003-09
- expected outputs

General assessment:

- Relevance: was RWSSI relevant when it was set up, and is it still in hindsight?
- Evolution of programmatic approach within OWAS
- Progress and achievements of RWSSI funded programs;
- cross-cutting issues
- RWSSI vs. MDG goals
- National RWSSI programs strength and weakness
- Urban WSS versus RWSS
- NGO's roll in the RWSSI
- sanitation
- Sustainability - institutional, financial and technical perspectives
- Innovation, replicability and upscaling
- OWAS training needs

FFI related assessment:

- Quality at entry - ownership, efficacy, implementability and sustainability;
 - FFI Implementation Plan - programmatic approach, country procurement systems, post-procurement review, ex-post financial review, Special Account, community demand & institutional strengthening, donor coordination, sector dialogue, partnering, government leadership.
- RWSSI Trust Fund assessment:
 - Appropriate use of funds as per Agreement,
 - TF integration into programs, impact, value added, niche activities
 - institutional set-up at the Bank (ORRU, FFCO, ORPC, OWAS).

3 Audience of the INDEPENDENT Assessment

TF Donors, OWAS, Board, DPs, RMCs

4. METHOD

Best practice. OECD guides, Paris Declaration.

Approach

- Desk Study of all 28 approved operations
- Interviews of sample of OWAS staff
- Field Missions to 3 countries, meet with Govt, Development Partners, NGOs
- Meeting with one TF Donor & survey 2 donors
- Survey other selected Development Partners, NGOs
- Reporting

Work Programme

- 14 weeks duration
- 3 wks Tunis
- field visits to the 3 countries

5. RESPONSIBILITIES

Water and Sanitation Department, OWAS

- documents, reports, guidelines, etc. available at OWAS
- Assist with meetings at the Bank and with external stakeholders
- office space, logistical
- Assessment Committee oversees work

Consultant

Meet schedule, provide specialists & deliver quality product

6 DELIVERABLES AND TIME FRAME

Inception Report, update work plan, Draft Report, Final Report by end Sept/2010. English or French.

Inception Report

- Overview of the assignment
- Expectations of the assessment
- Confirm roles and responsibilities of the parties
- Detailed methodology, including strategy and tools for information collection and analysis
- Assessment framework, including key assessment issues and questions
- Reporting
- Work scheduling one week after inception report approved

Draft and Final Report

Draft Report three weeks after field mission, Final Report 2 wks after acceptance of draft report.

7. Consultant Qualification

The Consulting Firm

Consulting Firm – 5 years existence, broad exp. RWSS, institutional development, planning and management. Africa experience essential.

Language : English & French

Qualifications of the Experts

- Team leader / Rural Water Supply and Sanitation Expert, 10 years exp. in RWSS
- Socio-Economist, 10 years exp. in economic, social, gender mainstreaming in water, social impact analysis, NGO/CSO collaboration, stakeholder participation.
- Institutional Expert, 10 years exp. In institutional dev., governance, M+E, results-based approaches, water sector

Study Duration

- Team Leader - 14 wks
- Socio-Econ – 12 wks
- Inst. Expert – 12 wks

Annex A

Selected OWAS Background Documents

- RWSSI Framework for Implementation
- RWSSI Trust Fund Agreements
- 2003-2009 RWSSI Assessment
- Appraisal Reports
- CSOs for 32 countries
- Various Bank policy and procedures documents, etc.