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ESA COLLABORATIVE COUNCIL MEETING

Sophia Antipolis, France 28 November - 1 December 1989

VOLUME 1 MAIN REPORT



**World Health
Organization**

**Government
of France**

April 1990

INTRODUCTION AND FORM OF REPORT

This report presents the outcome of the first full meeting of the Collaborative Council of External Support Agencies active in the field of Water Supply and Sanitation (The ESA Collaborative Council). The meeting was held in Sophia Antipolis, France, from 28 November to 1 December 1989. Co-sponsored by the French Government and the World Health Organization, it was organised by the CEFIGRE International Training Centre, and was attended by a total of 94 participants, between them representing 45 external support agencies and including 15 experts from developing countries. A full list of participants and observers is included as Annex 1 to the report. Mr Y. Cheret, Chairman of CEFIGRE, was appointed Chairman of the meeting.

The ESA Collaborative Council was established at an International Drinking Water Supply and Sanitation Consultation held in The Hague, The Netherlands, in November 1988. It is part of a Framework for Global Cooperation in Drinking Water Supply and Sanitation which has as its overall objective:

“To maintain Decade momentum beyond 1990 and accelerate the provision of water supply and sanitation services to all, with emphasis on the unserved rural and periurban poor, by using a coordinated programme approach”

Membership of the Collaborative Council is open to all interested multilateral and bilateral agencies, non-governmental organizations and appropriate international research institutions.

Prior to the Hague Consultation there had been three other international consultations among support agencies active in the water supply and sanitation sector: at Königswinter, Federal Republic of Germany, in October 1984; Paris, France, in May 1985; and Interlaken, Switzerland, in October 1987. There had also been three regional consultations: one for Asia in Manila, Philippines, in October 1985; one for Africa in Abidjan, Côte d'Ivoire, in November 1985; and one for the Americas in Washington D.C., USA, in April 1986. Between the Hague Consultation and the Sophia Antipolis meeting of the ESA Collaborative Council: an informal get-together of ESAs hosted by the Asian Development Bank in March 1989 in Manila discussed regional issues and prepared the ground for a regional consultation in Manila in June 1990; a round-table meeting of managers of water supply and sanitation agencies in Latin America, organized by the Pan American Health Organization, the UNDP/World Bank Programme and the Inter-American Development Bank, and held in Washington DC in May 1989, reported on regional issues; and a special meeting on Water Supply and Sanitation in the Caribbean Beyond 1990, co-sponsored by PAHO, UNDP and the Caribbean Development Bank, and held in St Kitts in November 1989, analysed sector issues at country and regional level. In addition, Temporary Working Groups (TWGs) established by the Collaborative Council had produced comprehensive reports on Applied Research and on Communication of Information, and the Council's 1990 Committee met in Paris in December 1988 and Geneva in June 1989, to review progress in collaborative efforts.

As well as reviewing the outcome of these earlier meetings and hearing reports on additional global, regional, and country-level activities, the ESA Collaborative Council considered five major theme papers:

- Sustainable Water Supply and Sanitation in Urban Areas
- Sustainable Water Supply and Sanitation in Rural Areas
- Water Management Issues of Water Supply and Sanitation
- Environmental Issues in Water Supply and Waste Disposal
- Financing Water Supply and Sanitation Services.

A sixth discussion paper “Strategies for the 1990s”, prepared by the Council Chairman's Senior Advisor, sought to identify issues and options for progress in the sector. These papers provided the major input for discussions in Working Groups and plenary sessions. The Council took the view that the papers, as drafted, present a valuable perspective on major sector issues at the end of the International Drinking Water Supply and Sanitation Decade (IDWSSD). It was therefore agreed that these papers should be

included, unedited, in the report of the Council meeting. Important plenary presentations were also distributed in written form on the topics of: The Health Impact of Water Supply and Sanitation Investments; French Aid and Village Water Supply in Sub-Saharan Africa; Country-level Collaboration in Sector Support; Water and Sanitation in the 1990s — Sector Management via Methodical Monitoring; and A Decade Assessment Report. These documents too are seen as key contributions to the Collaborative Council's deliberations, and are published with the report.

Because of the volume of this important background material, the Council Meeting report has been divided into two sections. Volume 2 includes the papers referred to above, together with other documents circulated during the meeting. Volume 1 (this volume) presents conclusions and recommendations emerging from the Collaborative Council's discussions of the papers, plus its review of reports on progress in collaborative efforts since the Hague Consultation.

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MEETING CONCLUSIONS AT A GLANCE

STRATEGIES FOR THE 1990s

The Council identified a series of concepts/approaches which are desirable components of country and ESA strategies for sector development in the 1990s:

- The Global Sector Concepts, as amplified at the Interlaken Consultation.
- Mechanisms to promote and facilitate country-level coordination among WSS agencies and ESAs, including, for each country, a definition of appropriate roles for governments, ESAs, communities and NGOs.
- Provision for information exchange, monitoring, and management training directed towards coordination and efficient use of resources.
- Incorporation in country programmes of a budget line for country-based applied research and dissemination of results.
- Adoption of "effective demand" linked to water availability as a measure of project sustainability.
- Recognition of the critical linkages between WSS and other development activities, and planning mechanisms to anticipate and mitigate adverse environmental impacts.
- Financially viable sector institutions.
- Transfer of appropriate responsibilities to properly equipped and trained regional and local authorities, with assured support.
- Emphasis on the role of women in all community activities, from planning through to operation and maintenance.
- Maximum use of local consultants, manufacturers and contractors, and removal of legislative constraints inhibiting private sector involvement.

ACTIONS TO BE TAKEN BY ESAs

Council discussions highlighted actions to be taken by ESAs, individually or collectively, so as to help improve sector performance in the 1990s:

- Use the 10-point statement endorsed by the Council (page 7) to promote the concept of country-level coordination at all levels within each ESA, and in discussions with partners in developing countries.
- Notify the Secretariat of willingness to provide support or act as coordinating agency/focal point for collaborative activities recommended by the Temporary Working Groups on Applied Research and Communication of Information, or listed in Column 3 of this table.
- Participate in a review of the UNDP/World Bank Water and Sanitation Programme, seeking to enhance partnerships with governments, ESAs and NGOs.
- Develop guidelines for country-level monitoring of the sector from the broader perspective envisaged in the 1990s (activity to be coordinated by WHO).
- Encourage and support country initiatives in human resources development, information management, applied research, and industrial and institutional capacity building.
- Participate in the Asia Regional Consultation of Developing Countries, to be held in Manila on 4-8 June 1990.

PROJECTS FOR COORDINATED SUPPORT

Council endorsement of reports presented at the meeting means that support must now be sought for a number of projects. ESAs are asked to notify the Secretariat of their willingness to provide support for:

- Establishment of sub-regional groups to develop action plans and promote information exchange among Latin American countries.
- Implementation of individual elements of the Plan of Action developed at the St Kitts meeting of Caribbean countries (CIDA has offered to help coordinate donor activities, if asked).
- Finance for attendance of developing country participants at proposed rural WSS workshops in Abidjan on 7-11 May 1990.
- Documentation of the costs of community participation and hygiene education components in WSS programmes.
- Comparison of costs of water in different countries, and analysis of reasons.
- Applied research on:
 - water loss reduction; system rehabilitation; water recycling, wastewater reuse and desalination; technologies appropriate for high-density low-income settlements;
 - alternative/innovative systems for waste disposal (USNAS/BOSTID is a possible coordinator);
 - effective ways of assessing willingness to pay for WSS services;
 - community participation and appropriate institutional structures for integrated development;
 - mixes of private and public sector WSS management;
 - monitoring indicators for effective use, sustainability and replicability.

TASKS FOR THE CHAIRMAN AND SECRETARIAT

As a result of Council decisions, the Chairman's Office and Secretariat are asked to carry out the following tasks:

- Establish a Temporary Working Group (TWG) and initiate an evaluation of collaboration since Interlaken and the future of the Collaborative Council, seeking ESA support for appointment of two consultants to undertake the review.
- Initiate a review of the funding and marketing potential of the CESI system, with proposals for immediate and lasting support.
- Establish a TWG to review and refine the theme paper on *Financial Resources Generation*, and develop the paper as a Collaborative Council contribution to the New Delhi Global Consultation.
- Distribute the 10-point statement on country-level cooperation to all Council members.
- Convey to the appropriate committees engaged in follow-up to the report of the World Commission on Environment and Development the Collaborative Council's view that scarcity of freshwater resources will need to be a dominant criterion in sustainable development strategies for the 1990s in many regions.
- Maintain a directory of ESAs acting as coordinators/focal points for different applied research and/or communication of information activities.
- Identify lead agencies and arrange the preparation of papers on:
 - The relevance of the WSS sector to environmental concerns (volunteered by GTZ);
 - Documentation of the economic advantages of rehabilitation versus new investment;
 - Elaboration of guiding principles to document health and socio-economic benefits of WSS.

1. SUMMARY OF MAIN RECOMMENDATIONS

(i) Country-level Cooperation

The ESA Collaborative Council reiterated and sought to reinforce the message that cooperation at the country level is a priority aim of the *International Framework for Global Cooperation*, as set out in the report of the Hague Consultation. Recognizing that the desire for cooperation and efforts already made to achieve it among water supply and sanitation (WSS) agencies in developing countries provide a potentially powerful thrust for programmes to protect and enhance the environment in the 1990s, the Council endorsed a 10-point statement (reproduced on page 7) for widespread circulation to developing country governments and external support agencies.

A report to the Council (Document No. 8 in Volume 2) describes the increasing role of the Regional Water and Sanitation Groups (RWSGs) of the UNDP/World Bank Water and Sanitation Programme in assisting coordination among sector agencies in developing countries and between those agencies and ESAs. Council members are invited to contribute to a forward-looking review of the UNDP/World Bank Programme, with an emphasis on developing new forms of partnership with governments, ESAs and NGOs. The Council reaffirmed that the framework for country-level cooperation must be set by governments, with ESAs cooperating among themselves in support of country initiatives.

(ii) Priority areas for ESA support

Specific areas in which ESAs should consider offering priority support were developed by Working Groups discussing the five major themes. Detailed recommendations are contained in the Working Group reports, reproduced in Section 3 of this report. They can be grouped under four headings:

- **Capacity building**
Support in the strengthening of sector institutions and the development of national capacities to plan, implement and sustain improved and expanded WSS services. This includes support for human resources development and for improved information systems. It also includes recommendations on planning methodologies and institutional mechanisms appropriate for the broader perspective of the sector.
- **Technology**
In general, the Collaborative Council was encouraged to note that technology development during the IDWSSD has resulted in the widespread availability of appropriate low-cost technologies to suit many past problem areas. However, the focus in the 1990s on an integrated approach to development, and the need for special attention to WSS and environmental problems in periurban areas creates new technological challenges, which will call for sharing of experiences, case studies and demonstration projects in a number of areas.
- **Finance**
Alternative approaches are needed to the issue of finance and cost recovery in the sector, including potential new sources of finance, and the adoption of "effective demand" in conjunction with availability of water resources as a means of determining project viability.
- **Applied research**
A comprehensive research agenda has been developed by the Temporary Working group on Applied Research (TWG-AR). Recommendations from the Sophia Antipolis Working Groups supplement the work of the TWG-AR. It is hoped that individual ESAs may undertake to act as coordinators of specific research topics and help to provide supporting data for country-level research.

(iii) Immediate follow-up actions

The Council requested its Chairman to initiate three urgent activities:

- **An evaluation of collaboration since Interlaken and the future of the Collaborative Council**
The Chairman was asked to establish a Temporary Working Group of Council members, which, aided by two consultants, will review the results so far of the collaborative process initiated at the Interlaken Consultation, and make recommendations in relation to future collaborative efforts. The consultants should be recognized experts on the international development process, one from a developed country and one from a developing country; they should not have been involved in the affairs of the Collaborative Council to date. As far as possible, membership of the TWG should reflect the composition of the Collaborative Council and the diversity of views expressed during the meetings at The Hague and Sophia Antipolis. The TWG's report should be completed in time for consideration by Collaborative Council members before the scheduled Global Consultation in New Delhi in September 1990.
- **A review of the funding and marketing potential of the CESI system, with proposals for immediate and lasting support**
The Council is concerned that assured funding for the CESI (Country External Support Information System), operated by WHO, is insufficient to maintain the system beyond June 1990. It seems that support can be found for developing CESI-style systems in developing countries, but ESAs have difficulty in mobilizing specific funds for the central core operation in Geneva. A small panel is to be formed from ESAs most closely involved with CESI funding to date, with the task of reviewing the CESI operation and work programme and recommending ways of mobilizing financial support. This may include recommendations for marketing the system, to raise funds from the private sector. The French Government, through Caisse Centrale, was asked to investigate the possibility of funding a rapid study by a specialist consultant.
- **Review and refinement of the theme paper on *Financial Resources Generation* taking account of the Working Group and plenary discussions.**
The Council asked that a Temporary Working Group be set up to develop the concepts and recommendations in the Finance theme paper (Document No. 5 in Volume 2) in the light of comments made during the meeting. The panel should also consider other source material which may be relevant in expanding the theme paper, including the recent documents on Cost Recovery produced by WHO. The aim should be to produce a revised draft for consideration at the 1990 Committee meeting scheduled to be held in Manila in June 1990. The resulting draft should then be submitted for review by all Council members, in time for an agreed paper to be presented as a Collaborative Council contribution to the New Delhi Global Consultation in September.

(iv) Implementation of Temporary Working Group recommendations

The Collaborative Council endorsed the recommendations of the Temporary Working Groups on Applied Research and Communication of Information, which had been reviewed by the 1990 Committee. The TWGs have now been disbanded and follow-up of the recommendations will be pursued by the Collaborative Council Chairman and Secretariat in conjunction with the agencies which led the groups, viz: WASH/IDRC/World Bank in the case of Applied Research; and IRC in the case of Communication of Information. ESAs are urged to review the recommendations and respond to the Secretariat with expressions of interest in participating in any of the recommended activities. More detail of the discussions on this topic is included in Section 2 of this report.

COUNTRY LEVEL COOPERATION IN WATER SUPPLY AND SANITATION

Delegates from 15 developing countries and 45 external support agencies (ESAs), attending a meeting of the ESA Collaborative Council in Sophia Antipolis, France, from November 28 to December 1, 1989, gave a high priority to sending this statement on the outcome of their deliberations to developing country governments and all ESAs

1. Revitalized campaigns to expand the provision of sustainable water supply and sanitation services to those in greatest need should be a major component of strategies to protect and enhance the environment and improve the health and well-being of all the world's population in the coming Decade.
2. The parallel goals of reversing environmental degradation and combatting growing health threats are firmly linked with progress in providing safe water and adequate sanitation. The vital integrated approach to all development calls for innovative collaborative structures among developing country agencies, and water supply and sanitation (WSS) agencies are taking the lead in promoting such collaboration at the country level. The external support community is committed to support these initiatives by helping with the necessary institutional development, providing long-term technical and financial assistance, and adopting common strategic approaches to optimise the use of available resources.
3. Country-level cooperation among governments, national and local organizations and ESAs is essential, to maximise the use of limited financial, human and natural resources, to avoid duplication of efforts, and to achieve project sustainability.
4. We stress the importance of governments taking the lead in developing programme frameworks and coordinating implementation efforts within those frameworks. Each framework needs to include sound policies, priorities and plans, and should clearly define the roles of governments, communities, ESAs and non-governmental organizations (NGOs).
5. ESAs are prepared to assist governments in developing a programme framework, if requested, and should ensure that projects they support are in full accordance with the programme framework developed by the government.
6. ESAs must cooperate among themselves in supporting country initiatives and should identify ways of achieving this in each developing country.
7. We emphasize the importance of information exchange, monitoring, and management training, in achieving country-level coordination and efficient use of resources.
8. Country-level cooperation may be difficult, time-consuming and costly to achieve in the short term, but is essential for long-term sustainability.
9. Country-level cooperation will require flexibility and pragmatism on a country-by-country basis.
10. We are convinced that the goal of achieving sustainable water supply and sanitation services for the needy will be greatly assisted by redoubled efforts in country-level cooperation.

2. REVIEW OF COLLABORATION PROGRESS

A written statement from the Chairman (Document No. 7 in Volume 2) reviewed collaborative activities and issues raised in the twelve months between The Hague Consultation and the Sophia Antipolis Meeting. The Council heard plenary presentations from the World Bank/WHO (Mr Grey and Mr Warner – Document No. 8) and UNICEF (Mr Christmas – Document No. 9) on country collaboration, and reports on the results of regional discussions initiated by the Council in collaboration with regional development banks in the Caribbean (Mr Calixte – Document No. 10), Asia (Mr Wirasinha – verbal), and Africa (Mr Mengesha and Mr Rasmussen – verbal). In addition, statements on regional sector priorities were made by four officials from developing countries, representing: Africa – Mr Paraiso (verbal); Asia – Mr Ghosh (verbal); Latin America – Mr Romero-Alvarez (Document No. 16); and The Arab World – Mr Horchani (verbal). WHO presented a Decade Assessment Report (Document No. 12). Reports from the Temporary Working Groups on Applied Research and Communication of Information were presented by the Group lead agencies – WASH and IRC respectively. A report on preparations for the New Delhi Global Consultation was presented by the UNDP Executive Secretary for the Consultation (Documents Nos. 13 & 14).

(i) Country-level activities

In the discussions, all participants agreed that country-level cooperation should remain the main focus of the Framework for Global Cooperation, that major benefits will result if such cooperation can be widely achieved, that cooperative efforts must be driven by developing country governments, and that the roles of government agencies, ESAs, NGOs and communities must be properly defined. Reservations were expressed about the degree to which the Council is succeeding in convincing recipient governments of the need for coordination and participants sought fresh initiatives to reinforce the message. An *ad hoc* Working Group developed the 10-point statement on the value of country-level cooperation, to be used by ESAs in promoting the Framework for Global Cooperation at all levels within their own agencies, and with developing country partners.

Since the Hague Consultation, the UNDP/World Bank Programme has received increased support from bilateral ESAs. The Joint Programme's Regional Water and Sanitation Groups and the Asia Sector Development Teams have been strengthened as a focus for coordinated sector support, with activities planned or under way in a total of 44 countries. A proposed forward-looking review of the Joint Programme is to seek ways of improving the mechanisms for promoting and facilitating country-level collaboration among ESAs in support of government policies and programmes. The example was given of multi-agency collaboration covering a wide range of sector support activities in Ghana. Collaborative Council members are asked to contribute to a critical review of the Joint Programme's activities, seeking particularly ways to strengthen links with government agencies, ESA field staff and NGOs.

In response to the recommendation of the Hague Consultation, the Chairman's Office had surveyed 110 UNDP Resident Representatives, to seek their assistance in determining government needs and interest in receiving sector support. The results were summarized in a *Distillation of Issues Raised and Conclusions Drawn from Regional Meetings and the Responses of the UNDP Resident Representatives with Information on Follow-up Activities* (Document No. 17). Analysis of the 73 responses resulted in individual ESAs being alerted to opportunities for cooperation in a number of countries, though in general the feedback was seen as disappointing. The role of the UNDP ResReps as focal points for activities beyond the Decade remains a point of debate in the Council. One suggestion is that individual focal points for ESA sector collaboration should be identified on a country-by-country basis. Offers to assist in the identification of suitable focal points in developing countries were made by representatives of UNICEF, WHO and UNCDF. No consensus was reached on the desirability of designating one ESA as a coordination facilitator in a country, or on the links such a facilitator should have with the UNDP ResRep. It was felt that this may be an issue at the New Delhi Consultation, for which UNDP ResReps have important preparatory responsibilities.

The Council agreed on the need to strengthen country-level monitoring and information systems in the 1990s. Proposals in the UNICEF paper on this theme (Document No. 9) were seen as complementary to those initiated by WHO in connection with global monitoring and the extension of the CESI system into developing countries, and with the recommendations of the Temporary Working Group on Communication of Information. Council members reiterated their willingness to support country requests for monitoring and information components in WSS projects and programmes, and asked WHO to promote guidelines for country-level monitoring taking account of the broader perspective of the sector in the 1990s.

(ii) Regional/Inter-country activities

The Chairman's Statement summarizes meetings held and progress achieved in inter-country cooperation following the Hague Consultation (Document 7, paras 13-19) and notes significant progress in all regions under this element of the Framework for Global Cooperation. Looking ahead, region by region:

• Asia Region

The Asian Development Bank, with support pledged from other ESAs during an informal Asia Regional Consultation in March 1989 and the 1990 Committee Meeting in Geneva in June 1989, will host a regional consultation of developing countries in Manila on 4-8 June 1990, with the title *Water Supply and Sanitation — Beyond the Decade*. The two major themes will be: Government-led coordination of sector strategies; and Problems of rapid urbanization. About 20 Asian developing countries are expected to attend, with participation including both high-level policy makers and sector specialists. Five countries will present examples of sector strategies. Invitations are being sent to ESAs in January 1990, and a number have already indicated a desire to attend. It is proposed that the next meeting of the 1990 Committee should be held in Manila following the Regional Consultation (11-13 June).

Experience during the IDWSSD, with particular reference to India, shows that developing national industrial capacity to manufacture and maintain appropriate equipment (e.g. handpumps, drill rigs) brings lasting benefits. Issues remaining to be solved include the weakness of developing countries in handling multi-disciplinary programmes, and the difficulty of retaining skilled manpower in the sector. Government sensitivities need to be recognized when ESAs urge the adoption of new concepts/approaches, such as the wider involvement of NGOs in government programmes, or expansion of the role of women. Governments themselves need to determine – and define in sector strategies – appropriate roles for ESAs, government agencies, NGOs and community organizations.

• Latin America and the Caribbean

Both the Round Table Meeting of Managers of Water Supply and Sanitation Agencies of Latin America (Washington, DC, 10-12 May 1989) and the Special Meeting on Water Supply and Sanitation in the Caribbean Beyond 1990 (St Kitts, 1-3 November 1989) identified sector constraints and opportunities for ESA support in promoting exchanges of experience among countries of the region. Follow-up to the Washington Meeting was discussed by the 1990 Committee at its June 1989 meeting, which urged ESAs to support the proposal for sub-regional working groups, as an important channel to the country level. In a presentation to the Collaborative Council Meeting (Document No. 10), Mr J Calixte, General Manager of the St Lucia Water and Sewerage Authority, presented the Plan of Action developed at the St Kitts Meeting. Caribbean countries have made commitments to implement this Plan of Action, and seek ESA support for identified projects. The countries plan to set up a common data base and collation mechanisms to assist in the sharing of information, and are also committed to help coordinate ESA activities in the region. The Canadian International Development Agency (CIDA) has offered to play a supportive role in donor coordination for the Caribbean region, if asked to do so by other interested ESAs.

Latin America has a strong foundation of training for WSS professionals, based on the US model for training Sanitary Engineers, and enhanced by an effective professional association

(AIDIS). Large training programmes are planned, taking account of the need for a multi-disciplinary approach in the face of continuing rapid urbanization. Past decades have seen good progress in increasing coverage in the region and in raising public awareness of the importance of WSS. However, the coverage statistics mask serious operation and maintenance problems, including excessive water losses.

- **Africa Region**

Plans are under way for a group of Rural Water Supply and Sanitation Workshops and a Donor Conference, scheduled for 23-27 April in Abidjan, Côte d'Ivoire. Financing has been pledged by the World Bank and the African Development Bank, joint sponsors of the workshops, and by UNDP. ESA support is sought for the attendance of developing country participants and for printing, translation and consultancy costs. The workshops will seek to reach a consensus on sound rural water supply and sanitation (RWSS) strategies which African countries may adapt to their own needs. Discussions will be based on draft strategies developed during consultations involving the African Development Bank, the World Bank's Africa Technical Department, and the UNDP/World Bank Programme. The World Bank is committed to adopting the resulting strategies as part of a World Bank Policy Document for RWSS in Africa, and the sponsors will hope to obtain donor endorsement of a series of concepts agreed during the workshops. Whereas the workshops will be related to *rural* WSS, the donor conference will address the whole sector. It is also anticipated that the workshops and donor conference will equip African governments to come to the New Delhi Consultation with a clear conception of the types of policies and strategies they consider realistic in sub-Saharan Africa in the 1990s.

Major efforts are still required to achieve effective country-level and inter-country cooperation in Africa, and governments are keen to receive ESA assistance for sector strengthening activities. Extreme poverty, aggravated by droughts, debt, etc. during the 1980s, leaves many African countries with enormous problems, particularly in rural areas. Obstacles hindering WSS progress include high birth rates, lack of skilled manpower, inadequate technologies, and a very low industrial base. The concept of "free water", prevalent at the beginning of the Decade is fast disappearing, but finance and in some cases water availability remain as overwhelming problems.

In discussion, offers of support and/or contributions for the workshops were made on behalf of a number of ESAs.

- **Arab World**

The Collaborative Council Chairman reported positive progress in his discussions with the Arab Fund for Economic and Social Development (AFESD) and the UNDP Regional Bureau for Arab States and Europe (RBASE) on the organization of a meeting of Arab States to discuss sector issues. A draft proposal has been prepared for *Water Supply and Sanitation in the Nineties: A Colloquium of Arab States* and is available via the Chairman's Office to interested ESAs.

Though Arab countries in general achieved good coverage targets during the IDWSSD, the imbalance between demand for water and availability of resources is becoming unmanageable. Aquifer recharge, water conservation, desalination and effluent reuse are increasingly needed and require the development of new approaches, techniques and standards through research. Watershed management techniques will be of critical importance in the 1990s and beyond. It is anticipated that the countries of the region will seek improved service levels alongside wider coverage in the coming Decade.

(iii) Temporary Working Groups

- **Communication of Information**

The TWG-INFO had developed its recommendations under four headings: **PIP** - Public Information and Promotion; **PSI** - Project and Sector Information; **TIE** - Technical Information Exchange; and **MIS** - Management Information Systems. Following the disbanding of the TWG, the 1990 Committee recommended that PIP activities should continue to be developed as one package, and that PSI, TIE and MIS activities should be considered together, as measures to develop and improve information management at country level. ESAs were referred to the TWG report, which contains a series of defined projects for which support is needed.

On **PIP**, UNDP has launched a major new initiative and committed three staff members to a five-component public information effort under the working title *Water 2000* (Document No. 15). Other ESAs are invited to join a Core Group of public information and communication specialists, to establish a common identity for public information campaigns in the 1990s, and to expand on the UNDP activities. A linked UNDP activity is the public information and promotion plan for the New Delhi Global Consultation. The Secretariat for the Consultation includes an Information Coordinator, responsible for a wide-ranging publicity campaign (Document No. 13). ESAs are asked to join a Task Force and to tack coordinated PIP and communication activities onto their existing country and regional projects.

IRC has offered to make resources available for public information activities equivalent to half a person per year.

The initiative on **PSI** is being coordinated by WHO, in collaboration with WASH. A model has been developed for assisting developing countries to introduce CESI-style collection and management of project and sector information, and for strengthening existing regional information centres to equip them to support country activities. Donor support has been received to initiate a number of country-level CESI-PROFILE projects – estimated to cost \$30-60,000 per country. However, further development is threatened by a funding crisis for the CESI core operation. Without assured funding, WHO will need to scale down CESI activities after June 1990, and this will hamper efforts to implement country projects. The Council agreed to initiate an urgent study of potential funding for CESI, including the possibility of making CESI data available on a commercial basis to private sector companies (see para 1 (iii) of this report).

For **TIE**, IRC has the task of promoting and assisting in the development of proposals and has committed one full-time staff member to its INFO-IMPACT programme. This will provide advice and assistance to governments or ESAs seeking to build up a country's capacity to manage technical information. A TIE model has been developed for introducing technical information exchange components into water supply and sanitation programmes in developing countries. Initial investment levels of about \$50,000 per project are needed, and ESAs are urged to encourage DC partners to incorporate TIE components in their project proposals. Such components could readily be linked to activities designed to introduce or enhance country-level monitoring and strengthen management information systems, or to country-level implementation of the CESI system for managing project and sector information.

The Council agreed that monitoring and evaluation should be considered alongside proposals for strengthening country-level information management. UNDP/PROWESS has volunteered to arrange a meeting of ESAs interested in developing proposals for monitoring and evaluation.

- **Applied Research**

Following review by the 1990 Committee WASH had prepared an updated version of the TWG-AR report. This had been circulated to Collaborative Council members along with an appraisal by the Chairman's Senior Advisor, Mr John Kalbermatten. ESAs are invited to indicate to the

Collaborative Council Chairman or Secretariat their willingness to participate in particular research activities identified in the TWG report. The aim will be to establish a series of research information networks with designated coordinators, with the Chairman's Office or Secretariat maintaining a directory of the coordinators for the benefit of Collaborative Council members. The coordinators will be asked to take over the task of updating the inventories of existing research activities initiated by the TWG-AR.

A key aspect of the TWG report is the focus on research activities based in and led by developing country institutions. Collaborative Council members are urged to discuss relevant aspects of the applied research agenda with developing country partners, and to indicate willingness to support research projects linked to ongoing and proposed WSS programmes.

(iv) The Council Secretariat

The Secretariat reported on activities since The Hague Consultation, which involved the preparation and organization of numerous meetings and conferences, the circulation of copious documents, and regular correspondence with a mailing list of more than 100 agencies. It was recognized that the first year of the Council's operation would necessarily involve a great deal of paperwork, because of the tasks to be accomplished by Temporary Working Groups, and the need to keep Council members up to date.

Perhaps because of the volume of correspondence, responses from ESAs to requests for information had been generally poor. ESAs were asked to respond more fully wherever possible to the Secretariat's requests for indications of interest in action programmes proposed by the Council or by regional meetings. In return, the Secretariat undertook to keep the flow of paper down to the minimum.

Projections of the anticipated workload of the Secretariat, assuming the need for a technical input as well as the administrative functions so far undertaken, show a need for additional resources. The Secretariat estimates that after January 1991 support needed for the Secretariat operation will be approximately \$360,000 a year.

3. WORKING GROUP DISCUSSIONS OF THEME PAPERS

Each of the five themes (Documents 1 to 5) was reviewed by a Working Group. The aim was to use the theme papers and the experience of the Working Group members to produce recommendations which could form the basis of draft strategies to help ESAs and government agencies to work more effectively in the sector in the 1990s. The reports of the five Working Groups follow*.

WORKING GROUP No. 1 SUSTAINABLE WATER SUPPLY AND SANITATION COVERAGE IN URBAN AREAS

Working Group No.1 had the theme paper *Sustainable Water Supply and Sanitation in Urban Areas*, presented by Mr K. Dharmarajan (Document No. 1 in Volume 2), as a background for its discussions. The Group's recommendations include an overall objective for development of the sector, a principal strategy for accomplishing the overall objective, and ways in which ESAs could best support governments in programmes designed to achieve progress in the sector.

* *The texts of the Working Group Reports included here incorporate a number of editorial changes from the versions distributed during the meeting in Sophia Antipolis. The modified versions have been reviewed and approved by the Chairmen of the Working Groups.*

OVERALL OBJECTIVE

Developing country governments and ESAs share the common objective of moving towards full water supply and sanitation coverage in the overall context of effective urban management, with emphasis on:

- a) sustainability
- b) low-income unserved groups
- c) environmental protection.

With this overall objective each country should establish its own objectives and targets and define a policy framework for sector institutions. The group reaffirms that development of sustainable water supply and sanitation services in urban areas contributes towards satisfying basic needs, promoting economic development and improving the health and well being of the people.

PRINCIPAL STRATEGY

The recommended principal strategy for the sector includes two parallel efforts:

- a) better utilization of existing facilities and local financial and manpower resources; and
- b) Extending coverage to unserved areas.

The group recommends that the main thrusts to achieve progress should be focused on:

- a) Institutional development and capacity building both technical and financial;
- b) Information exchange and dissemination of country experiences research and models to reach all levels;
- c) Undertaking applied research especially in the area of reducing water loss, conservation and recycling and developing suitable models for delivering basic services to low-income communities;
- d) User involvement, community participation and partnership involving NGOs, women and the private sector;
- e) Choice of technology and level of service should not be based on least cost, but rather on the beneficiaries' willingness to pay, i.e. meeting effective demand; and
- f) Provision of water supply and sanitation facilities should be integrated with other related sectors and, with governments acting as facilitators, should promote overall community and human settlement developments.

CONTRIBUTION OF ESAs

Institutional issues

A major problem to be tackled in the sector is the weakness of institutions in terms of managerial capability, management of human resources, financial viability and undertaking consultative planning and implementation. In addition, lack of specialized financing institutions to capture and channel local resources was seen as a serious obstacle. The group felt that ESAs could best assist the sector by extending technical assistance and funding where requested for capacity building in the following areas:

- a) Establishing programmes for improved, systematic operation and maintenance practices;
- b) Improving metering, billing and collection;

- c) Setting up of specialized lending institutions for urban infrastructure, in particular, water supply and sanitation to mobilize local savings for urban infrastructure and to instill fiscal discipline;
- d) Developing and strengthening units for water quality surveillance including setting up laboratories;
- e) Developing and strengthening units for setting standards, promotion of local materials and methods and quality certification through testing;
- f) Setting up special units within water supply utilities to work with community organizations and NGO's; and
- g) Setting up national water associations for exchange and communication of country experiences and practices and sector information in general at all levels and to promote in-service training.

Technology

The group did not see technology availability as a major constraint. However, it felt that there was scope for ESA support and collaboration in the following areas:

- a) Transfer of technology in the areas of reducing water loss and system rehabilitation;
- b) Developing cheaper technologies for water recycling and wastewater reuse;
- c) Development of appropriate technologies suitable for high density low-income settlements; and
- d) Developing computer expert systems for design optimization, maintenance and administrative management of water utilities in general.

Finance

The group felt that ESAs could contribute to more effective use of available resources, by providing technical and financial assistance for:

- a) Leak detection and rehabilitation;
- b) Better utilization of existing facilities;
- c) Resource conservation and recycling and pollution abatement; and
- d) Water quality and material testing facilities.

The group envisaged an increasing role for ESAs in encouraging the use of rational tariff policies and fiscal incentives.

Human resources

The group saw a major role for ESAs in the area of human resource development and skill upgrading, especially in the following areas:

- a) Reducing water loss;
- b) Operation and maintenance;
- c) Water quality testing;
- d) Rehabilitation of systems;
- e) Computer skills in management and finance;
- f) Communication skills and community participation approaches;

- g) Financial management and project appraisal; and
- h) Expanding traditional training to include wider ranges of technologies.

ESAs could also help by establishing twinning programmes in the areas of water loss control, operation and maintenance and rehabilitation.

Applied research

In the specific context of urban water supply and sanitation, the group thought that ESA collaboration in applied research should focus on the following:

- a) Country case studies and best practices in operation maintenance and rehabilitation;
- b) Trade-offs in controlling water loss; and
- c) Models on alternative technologies designs and institutional arrangements for establishing socially acceptable and sustainable systems in high density, low-income settlements.

Information and dissemination

The group felt that lack of adequate channels for information exchange and dissemination at all levels and particularly at the utility and semi-technical field level, has led to a waste of resources and retarded the adoption of improved practices. The principal areas in which ESAs could play a leading role were identified as:

- a) Country experiences and practices in the areas of reducing water losses; conserving and recycling water and waste water; operation and maintenance practices and rehabilitation of systems; and community involvement and participation;
- b) Technologies for water conservation, and recycling, protection of water sources and water supply and sanitation systems for high density low-income settlements; and
- c) Setting up country-level information reference centres.

PROPOSALS FOR SUPPORT ACTIVITIES

In addition to the above recommendations, which the group submits for consideration by all ESAs, two specific proposals to undertake activities were made by members of the Working Group on behalf of their own agencies.

Proposal by the International Water Supply Association

Within the framework of the preparation of the Global Consultation in New Delhi in September 1990, a contribution is proposed dealing with the important issue of support structures for effective and sustainable urban water supply, in particular the creation, promotion and strengthening of national professional water supply associations having the following functions:

- 1) Exchange and communication of country experiences and practices;
- 2) Information on available and suitable technologies;
- 3) Promotion of, and exchange of information on, good operational and maintenance practices; and
- 4) Providing a framework of in-service training and setting of standards of excellence in operational skills, as well as keeping up-to-date with new developments in the sector.

The International Water Supply Association (IWSA) through its Foundation for the Transfer of Knowledge, proposes to prepare a report on the role played by national and international associations in the upgrading of skills and expertise of its sector professionals, serving as an open platform to discuss the development of

the sector in all its aspects, and elevating the recognition of sector professionals.

This proposal hopes to respond to the concerns expressed by the Members of the Collaborative Council about the lack of, and need for, effective communication and information exchange, and transfer of knowledge at all levels among those who are actively involved in the water supply and sanitation profession.

Proposal by the United Nations Centre for Human Settlements

The United Nations Centre for Human Settlements (Habitat) proposes a contribution towards further development of a background theme paper and an executive summary setting out strategies for sustainable water supply and sanitation systems in urban areas within the context of effective urban management.

WORKING GROUP NO. 2 SUSTAINABLE WATER SUPPLY AND SANITATION COVERAGE IN RURAL AREAS

Working Group No.2 had the theme paper *Sustainable Water Supply and Sanitation in Rural Areas*, presented by Mrs J. Kunguru (Document No. 2 in Volume 2), as a background for its discussions. The Group presented its conclusions as a summary of key principles for achieving sustainable rural water supply and sanitation development, and a table of recommended strategies and appropriate actions linked to the key issues.

SUMMARY OF KEY PRINCIPLES

1. Sustainable services in rural areas are best managed by organizations responsive to community concerns. This suggests that central governments should transfer as much responsibility as possible to regional and local authorities, transforming their central roles to formulating policy, arranging finance, and providing appropriate support to lower levels of government. ESAs should reinforce these trends towards decentralization, by emphasizing institutional strengthening of regional and local authorities.
2. Government organizations need not retain exclusive responsibility for planning, building and maintaining sector systems. Maximum use should be made of community-based organizations and the private sector in various roles. ESAs should encourage the strengthening of appropriate private sector organizations, by maximizing the use of local consultants, manufacturers and contractors. It is appropriate for ESAs to incur extra costs in the near term, in terms of both resources and time, to assist in the long-term development of institutional capabilities.
3. Sector services are most likely to be sustained and replicated if they meet the effective demand of the beneficiaries. Determining the effective demand for such services requires new approaches, including community participation in the planning and implementation of systems. ESAs should support innovative proposals for determining demand and should analyse and communicate experiences in this field. Special funding should be provided for pilot projects, case studies and communication of results.
4. Ensuring that water supply and sanitation services are sustained in the long term poses major challenges for rural communities in such matters as meeting recurrent costs, developing appropriate skills, and obtaining replacement parts. Governments and ESAs should seek innovative solutions to such challenges. ESAs should provide special assistance in large-scale demonstrations to confront the challenges, and should document the experiences obtained.

RECOMMENDED STRATEGIES AND ACTIONS

1. Policy Framework

STRATEGIES	ACTIONS
<p>1. A policy framework is necessary for a country to be effective in guiding the efficient provision of sustainable water supply and sanitation services.</p>	<p>1.1 National governments should develop their own policies, strategies and targets for providing sector services.</p> <p>1.2 ESAs should work within existing national policy frameworks, or be prepared to assist governments in developing them.</p> <p>1.3 Governments should coordinate ESA sector programmes, including multilaterals, bilaterals and NGOs.</p> <p>1.4 ESAs should develop a strategy for country-level cooperation in partnership with countries.</p> <p>1.5 Governments should set realistic targets for providing dependable sector services, particularly to people with low incomes.</p>

2. Balanced development

STRATEGIES	ACTIONS
<p>1. Water should be regarded as a basic resource for all rural development.</p> <p>2. The basic objectives of rural water supply and sanitation systems should be improvement of human health and productivity and betterment of the environment in which people live.</p> <p>3. Achieving health benefits is dependent on balanced development which should include water supply, sanitation, community participation, and hygiene education.</p>	<p>2.1 Governments and ESAs should strive to ensure that basic objectives for sector programmes are commonly understood by all involved.</p>

3. Sustainability

STRATEGIES	ACTIONS
<p>1. Project objectives should be expressed in terms of sustainability and effective use by specified people.</p> <p>2. Sustainability of rural WSS systems is dependent on meeting effective demand.</p> <p>3. Determination of effective demand depends on community participation, particularly by women, from the outset.</p> <p>4. Sound cost recovery policies are essential for sustainability.</p> <p>5. O&M should be planned from project inception.</p>	<p>1.1 Project planners should clearly define, by location and number, the target population to be served.</p> <p>1.2 Governments should formulate appropriate definitions of sustainability and effective use.</p> <p>2.1 Governments and ESAs should develop effective methods of assessing willingness to pay.</p> <p>3.1 Project planners should involve the community in understanding existing WSS systems and identifying appropriate improvements, including review and selection of suitable technologies. Women's role has to be specifically emphasized in all community activities, from project planning through implementation.</p> <p>4.1 Communities should be fully involved in determining levels and methods of cost recovery.</p>

4. Institutional capacity building

STRATEGIES	ACTIONS
1. Responsibility for rural WSS services should be decentralized to the lowest level possible, within a national policy framework.	1.1 National governments should help lower levels of government to accept more responsibilities for sector services.
2. Greater use should be made of the private sector in all stages of project development, including planning, implementation, management, operation and maintenance.	2.1 Governments and ESAs should make greater use of local consultants, contractors, manufacturers, and other local services. 2.2 Governments should work to reduce legal and economic constraints which inhibit the private sector. On request, ESAs should help governments to analyse such constraints and offer advice on their reduction.
3. National governments should concentrate on policy formulation and provision of support to lower levels of government.	3.1 Governments should consider ways of revising their roles and making more effective use of limited human and financial resources.
4. ESAs should place more emphasis on building institutional capacity, rather than concentrating primarily on construction of new systems.	4.1 Governments and ESAs should make greater use of local institutions and personnel in implementing sector programmes.
5. NGOs should be encouraged to play creative and innovative roles in providing sector services.	5.1 Governments should consult with indigenous NGOs when setting sector policies. 5.2 Governments and ESAs should support NGO activities which accord with government objectives and should seek ways to replicate NGO experiences on a larger scale.
6. More emphasis must be placed on human resource development at all levels, particularly for community and regional organizations,	6.1 ESAs should dedicate substantial resources to innovative training programmes, aiming at staff to plan, build and maintain sustainable systems.
7. Governments should utilize a range of ways to finance sector services, including local banks, revolving funds, etc.	

5. Development of Sector Methodologies

STRATEGIES	ACTIONS
1. Lessons and experiences should be shared among sector planners, project implementors and communities	1.1 More effective communication mechanisms should be developed: within countries by governments; and between countries by ESAs.
2. Effective models of community participation and community management should be formulated, especially for larger programmes.	2.1 ESAs should help to identify examples of successful community participation and community management. 2.2 ESAs should support large-scale demonstration projects using CP and CM models.
3. More resources should be devoted to community participation and health education (CPHE) at all stages of project development.	3.1 ESAs should document the costs of CPHE components, to determine appropriate levels of resource inputs.
4. Improved methodologies are required to evaluate WSS projects.	4.1 ESAs should develop monitoring indicators for effective use, sustainability and replicability of community-based projects. 4.2 ESAs should develop an evaluation methodology for hygiene education.

WORKING GROUP No. 3

WATER RESOURCES MANAGEMENT ISSUES

Working Group No. 3 had the theme paper *Water Management Issues of Water Supply and Sanitation*, presented by Mr H. Romero Alvarez (Document No. 3 in Volume 2), as a background for its discussions. The Group identified the problems of water-short areas as an issue of particular importance and called on the Collaborative Council to create awareness among decision makers at the highest levels of differences in water resources availabilities which have been overlooked in the past. The past dominance of temperate zone perceptions is illustrated by the way in which fresh water is discussed in the report of the World Commission on Environment and Development. Population growth and migration have exacerbated the situation in some of the countries in greatest need. Water supply and sanitation must be viewed in this context.

In its report, the Group summarized the key principles of water resources management in dry regions, and outlined the major components of a new approach.

SUMMARY OF KEY PRINCIPLES

1. In water-scarce countries, basic attitudes to water have to shift from traditional demand-oriented approaches inherited from temperate zone countries to a more rational resource-oriented approach.
2. In the long-term perspective, water management in water-scarce regions must aim at balancing water availability with maximum efficiency of use within national and regional plans. Land-use planning must be oriented towards maintaining this water balance.

COMPONENTS OF A NEW APPROACH

1. Assessment of available and accessible water resources can be based on a compilation of best existing data, tapping both conventional and non-conventional sources of data. Continuous monitoring of water resources will improve and update existing information.
2. Water master planning can focus both on availability and quality of surface and ground water, and the allocation of water according to priority. In scarcity situations, first priority should be given to drinking water supply and sanitation services. Planning should aim at a sustainable system of resource utilization, based on projects which satisfy the overall water balance requirements of the system.
3. In the long-term perspective, such planning should encourage demand management by use of progressive tariff rates, minimization of losses, sequential reuse, protection of sources from contamination and rationing where necessary.
4. An institutional framework must be established which is able to handle the multiple uses of water, the variety of sources of water and the interdependence of land use and water resources in a river basin, aquifer or sub-basin perspective. It is recommended that, especially in water-scarce countries, a single national authority is often well suited to establish policies and to monitor and enforce their implementation.
5. High priority must be given to the education of the water professionals needed at all levels to implement the water management programme. Important components of the education of engineers and technicians are an adequate knowledge of water-scarce hydrology, and technical and socio-economic aspects relevant to developing countries.
6. Contingency planning is required for extreme droughts, floods and other emergencies.
7. Legislation is required to achieve the best use of existing water resources with no adverse effect on

the environment and mechanisms are needed to enforce such use, recognizing the hydrological links between surface and ground water and other sources (ie, desalination) and the importance of quality control.

8. Economic evaluation of projects should be based not only on costs and benefits, but also on non-quantifiable parameters, such as social needs, population movements and environmental impacts.
9. At the national level, the capability to mobilize available financing through proper planning should be improved, as well as capability to disburse funds efficiently for implementation.
10. A network of professionals needs to be established, to exchange knowledge and experience.
11. Research should be carried out on such topics as: recycling and reuse of wastewater; desalination in conjunction with efficient distribution systems, ground water storage and reuse of sewage effluent; comparison of costs of water among different countries and reasons for differences; and modelling of multiple objective water projects for use as case studies.

WORKING GROUP No. 4

ENVIRONMENTAL ISSUES OF WATER SUPPLY AND SANITATION

Working Group No. 4 had the theme paper *Environmental Issues in Water Supply and Waste Disposal*, presented by Mr Zhang Chonghua (Document No. 4 in Volume 2)), as a background for its discussions. The group emphasized that water, energy and land are the critical resources affecting the health and well-being of the world population, and that the environmental issues of water supply and sanitation are cross-cutting, involving critical linkages with all aspects of sustainable development. In its report, the group presented a summary of the key principles and objectives involved in environmental management, proposals for policies and strategies to achieve the recommended objectives, and priority recommendations for actions by governments and ESAs. In addition, the Group concluded that, if the Collaborative Council agreed with the report's recommendations, there was no need to establish a separate Temporary Working Group on Environmental Pollution, as environmental issues would be integrated from the outset into all aspects of WSS systems.

SUMMARY OF KEY PRINCIPLES

1. Development should prevent or mitigate environmentally negative impacts on health, biodiversity, etc (on the "DO NO HARM" principle), at the global, national, regional, urban and community levels, which must be considered as a whole system.
2. It is much more cost effective to include environmental concerns at the beginning stage of project planning than to rectify problems later. A key objective of environmental assessment is to identify linkages that need to be strengthened/understood, to minimize negative consequences of WSS management (including water scarcity) in contributing to sustainable development. Assessments should both identify the environmental impacts of WSS activity and recommend mitigative measures. They should also be used to identify the effects on WSS of environmental degradation due to other development activities, such as industry and agriculture.

PROPOSED POLICIES/STRATEGIES

1. National policies for environmental management should give high priority to raising environmental consciousness and inter-ministerial cooperation, increasing public awareness via the media, school curricula, R&D, etc. ESAs can help by supporting such national policies and by ensuring cooperation at country-level specifically and in general.

2. Environmental laws and regulatory practices have an important role to play in ensuring that critical linkages are recognized and that detrimental environmental impacts are minimized.
3. There is a need to identify alternative technologies, institutional arrangements, regulatory strategies/options and incentives for compliance/enforcement. Among the mechanisms and tools needed for improved environmental management are: networking arrangements which ensure that all those with special knowledge and/or influence (women's groups, epidemiologists, technologists, etc) are consulted from the start of projects or programmes; and guidelines for government agencies, ESAs, NGOs, public and private sector enterprises and community organizations, on the need for an integrated approach to all development.

PRIORITY RECOMMENDATIONS FOR GOVERNMENT ACTION AND ESA SUPPORT

1. Create/Strengthen national/regional capacity to :
 - a) carry out rapid assessments of critical environmental problem areas.
 - b) establish criteria for effluent discharge from industry, agriculture to meet drinking water, irrigation, aquaculture or other standards.
 - c) carry out sustainable monitoring at both technical and community (social impact) levels
 - d) contribute to evaluation of environmental policy options and project Environmental Impact Statements (EIS).
2. These arrangements should be required of Governments (as measure of commitment) in Donor-financed projects at an appropriate level, according to local conditions.
3. Where traditional waste disposal practices are not feasible or economic, alternative/innovative systems should be examined and developed, based on sound environmental guidelines. These alternatives could be provided by a compilation of case studies and experiences that relate technologies to improving environmental quality, such as is proposed in the Board on Science & Technology for International Development of the US National Academy of Sciences (USNAS/BOSTID) study of *New Approaches in WSS for Developing Countries*, including the examples given by Dr. Zhang in the "BENIGN CYCLE" referred to in his background paper, focussing on the needs of high risk periurban groups "TO SERVE THE UNSERVED".
4. Research needs include:
 - the need to identify the appropriate mix of private and public sector WSS management within environmental guidelines;
 - case studies of multidisciplinary approaches that have been successful and accentuate positive benefits rather than remove problems; and
 - the recommendations of the temporary working group on applied research (TWG-AR).
5. Public awareness and technical training should include all aspects of environment and technical information exchange. Training, including the recommendations of the Temporary Working Group on Communication of Information (TWG-INFO), should produce sanitary engineers able to look beyond engineering to give consideration to community needs and social systems.

WORKING GROUP No. 5 FINANCIAL RESOURCES GENERATION

Working Group No. 5 had the theme paper, *Financing Water Supply and Sanitation Services*, presented by Mr H.A. Garn (Document No. 5 in Volume 2), as a background for its discussion. The major points of the paper, prepared by the World Bank, and confirmed by the case study report on Morocco presented by Mr A. Lahlou, were endorsed. The group presented its report as a summary of key principles, a reformulation of the recommendations in the theme paper, an identification of key issues to be addressed by governments and ESAs, and an Action Plan for consideration by ESAs. It also pointed out that some members of the group suggested a need to differentiate between urban and rural areas, and between different categories of consumer groups, in applying the principles and recommendations.

SUMMARY OF KEY PRINCIPLES

1. The principle was endorsed that the users should pay for WSS services and that the institution has the responsibility to reduce unnecessary costs.
2. In certain cases, it is justified that users are charged less than full cost recovery tariffs, especially in the context of rural poverty. However, in all cases, knowledge of user willingness to pay is essential.
3. Institutions should not take on new financial obligations, unless there is a strong indication that the benefits equal or exceed the new obligations.
4. It is necessary to disseminate benefit information more broadly. Explicit marketing of services can be considered as a cost-effective mechanism for revenue generation.
5. Willingness to pay is conditioned by the perception of significant and beneficial improvement over previously used services. The method of payment, as well as to whom the payments are made, also matter.
6. One of the most glaring deficiencies in projects is much larger than expected operation and maintenance costs; also failure to reduce large volumes of unaccounted for water reduces revenues; and over-estimation of demand has often been substantial and led to premature or oversized investments. Therefore, improvements in institutional efficiency have to be viewed as a major financial resources generation strategy.
7. The role of the private sector in the provision of services or in providing finance, has to be strengthened.
8. Current investment levels in the sector are insufficient to cover incremental population growth, even without any increase in coverage for those currently unserved.
9. The quantity and quality of water resources available at reasonable cost is becoming a very serious constraint.
10. The key principle to be employed is to link investment choice to assessments of varying levels of effective demand and willingness to pay.

REFORMULATED RECOMMENDATIONS

1. Ensure that adequate attention is given to effective demand in the design and implementation of sector improvements. Since the users are the ultimate judge of service benefits, there is an obligation on the sector to attempt to make users aware of benefits, market the services effectively and design to maximize them, while holding costs (and prices) to the lowest levels possible for each level of service provided.

2. Assist in improving institutional efficiency and management and operation of service facilities, to cut unnecessary costs and reduce the need to invest in new facilities prematurely. This can be facilitated by clearly defining respective responsibilities of the central Government entities in charge of water supply and sanitation sector policies and of the decentralized public or private agencies in charge of delivering the WSS services.
3. Assist in the design or redesign of policies and financial practices so that they create a favourable "incentive environment". The range of such options includes policies affecting institutional responsibilities and opportunities and policies affecting the financial flows and mechanisms to the sector from users, governments, capital markets and external support agencies.

ISSUES TO BE ADDRESSED BY GOVERNMENTS AND ESAs

1. Adaptation of technical solutions to willingness to pay is essential.
2. High priority should be given to evaluation of economic benefits and costs of rehabilitation (optimizing available assets) versus new investments.
3. There is a need for stronger in-country sector coordination, leading to optimization of available resources.
4. Financial viability of sector institutions is important as a means of gaining access to and broadening national capital markets.
5. Both formal and informal local financial mechanisms should be promoted. To reach the unserved in lower income groups, due attention must be given to appropriate financing modalities such as grant small-scale capital assistance carefully designed to mobilise the participation of such groups.
6. There is a need to emphasize WSS as part of environmental protection policies and actions as a means of attracting financial resources to the sector.

ACTION PLAN

The following Action Plan should be carried out by the end of 1990 :

1. Preparation of a paper on the relevance of the WSS sector to environmental concerns and sectoral roles in environmental protection (task volunteered by GTZ) ;
2. Conduct of a study documenting the economic advantages of rehabilitation relative to new investments (executing agency to be identified) ;
3. Elaboration of guiding principles to document health and other socio-economic benefits of WSS (executing agency to be identified) ;
4. Refinement of World Bank Financial paper taking into account the discussions at the Collaborative Council Meeting in Sophia Antipolis (November 1989) for future consideration, i.e. Delhi Global consultation.

N.B. This task is to be undertaken by a Temporary Working Group, as agreed in the subsequent plenary session of the Collaborative Council.

4. COLLABORATION IN THE 1990s

Future strategies

The discussion paper *Strategies for the 1990s*, prepared by the Chairman's Senior Advisor, Mr J Kalbermatten (Document No. 6 in Volume 2) was discussed in plenary and by a sixth Working Group. Following the Working Group discussions a revised version of the paper was distributed (Document 6A). The Council decided to continue to regard the original paper as a discussion document and to use the outputs of Working Groups 1-5 as the guidance for ESAs in their dialogues with recipient governments on future strategies for the sector.

The role of the Collaborative Council

To help in determining the future role of the Framework for Global Cooperation and the ESA Collaborative Council, the Chairman was requested to initiate an evaluation of the collaborative process to date. The evaluation is to be conducted by consultants and guided by a Temporary Working Group of Collaborative Council members reflecting as far as possible the diversity of views expressed during the meetings at The Hague and Sophia Antipolis. It will include an analysis of the results of collaboration since the Interlaken Consultation, and recommendations on how the collaborative process can best be implemented in the 1990s.

The TWG will also investigate the administrative arrangements for the Council. The Secretariat estimates that after January 1991 support needed for the Secretariat operation will be approximately \$360,000 a year. This will, however, be dependent on the outcome of the evaluation, which is to be completed in time for Council members to review the TWG report ahead of the New Delhi Global Consultation.

The CESI system

The Council also saw the need to seek an urgent solution to the funding problems of the CESI (Country External Support Information System) operated by WHO on behalf of ESAs. Following recommendations of the Council and the TWG-INFO, WHO, in collaboration with WASH, has developed a model for introducing a CESI-style operation into developing countries, as the nucleus of an information management system, including links with technical information exchange. The CESI-PROFILE system is receiving support from donors through country requests for introduction of the system. However, assured funding for the CESI core operation in Geneva, from UNDP, GTZ and SDC, expires at the end of 1990, and will fall below the present needs after June 1990. As introduction of the CESI-PROFILE system into developing countries would be dependent on support from the core operation, the core funding shortfall creates immediate problems.

Although supportive of the CESI operation, many ESAs find it difficult to assign funds specifically for an operation undertaken at WHO headquarters. The Council agreed that a small panel of ESAs should undertake a rapid analysis of the CESI operation and seek ways of obtaining the funds necessary to keep the core operation functioning. Among the options to be considered is the possibility of making CESI data available on a commercial basis to the private sector. Caisse Centrale was asked to consider the funding of such a study by a specialist consultant.

New Delhi Global Consultation

The Council heard reports on progress of plans for the UNDP-sponsored Global Consultation *Safe Water and Sanitation for the 1990s: Reaching the Unserved* from the Executive Secretary of the Consultation Secretariat (Documents 13 & 14) and the Joint Secretary in the Government of India's Department of Rural Development (verbal). Interested ESAs were also invited to attend a meeting of the Consultation's Planning Committee, which followed the close of the Collaborative Council meeting.

The New Delhi Consultation Secretariat wants to take advantage of the Collaborative Council's discussions on strategy guidelines for the 1990s, as an input to the New Delhi Consultation. It is also seeking ways in which the conclusions from New Delhi, merged with those of the Collaborative Council may be carried to the UN General Assembly evaluation of the IDWSSD in November 1990. The decision as to whether a delegate from India may report on the Consultation at the General Assembly will be taken at a political level.

A major publicity campaign is under way to promote the Consultation and the Information Coordinator invited committed ESAs to assign information specialists to a Task Force planning global activities. Comprehensive details of the planned campaign are given in Document No. 13 in Volume 2, and ESAs are invited to review this document and seek to add publicity activities wherever possible to their existing country-level and regional activities.

Anticipated representation in New Delhi is three delegates from each participating developing country, plus representatives of ESAs, including NGOs. The Collaborative Council had been formally invited to co-sponsor the Consultation, but deferred a decision, until more information was available on the final Agenda and level of participation. The Council did, however, urge its members to assist wherever possible in the preparation of papers by partners in developing countries. It was also agreed that a revised theme paper on *Financial Resources Generation* (Document No. 5) should be the basis of a Collaborative Council contribution to the Consultation. A Temporary Working Group is to be set up to review the theme paper in the light of discussions in the Working Group and plenary sessions and to produce a revised draft for consideration by the 1990 Committee at its June meeting.

ANNEX 1 – LIST OF PARTICIPANTS

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ANNEX 2 – MESSAGES RECEIVED BY THE COUNCIL

(i) From Mr G. Arthur Brown, Chairman, IDWSSD Steering Committee

"Please convey my regrets to members of the Collaborative Council that I am unable to attend this important meeting. I had looked forward very much to take part in my capacity as Chairman of the Steering Committee for the Water Decade.

As Leader of Jamaica's Negotiating Team with the IMF, I have had to accept at short notice the Fund's request to commence negotiations in the week beginning November 27.

I would ask that you convey to the Council a summary of the very important discussions held in New York on the relationship between all the United Nations' bodies dealing with water and sanitation and the Collaborative Council. We have agreed that the closest co-operation and working relationship should be established and maintained and it would be my intention to do everything possible to foster this process.

I wish your meeting every success and do hope that circumstances will be more favourable to me on another occasion if I am invited to attend a future meeting of the Council."

(ii) From Mr W. Knipschild, Federal Ministry of Economic Cooperation (BMZ), Federal Republic of Germany (original in French)

"It is with great interest that we have been participating in past years in cooperation and coordination efforts of various bilateral and multilateral agencies and non-governmental organizations for the water supply and sanitation sector.

Experiences to date with financial and technical cooperation in the framework of the Water Decade have largely confirmed the reflections and concepts formulated in 1984 during the Königswinter Consultation: with goodwill and a profound consciousness of the necessity to act together, the justified interests and responsibilities of different donors and beneficiaries can be harmonized. Only such coordination and cooperation will allow us to augment the use of the funds we have invested and so to tackle more effectively the problems of Third World inhabitants. This would at the same time optimize the use of funds put at our disposal by our taxpayers.

Already today we can see that in the course of the past few years important results have been achieved.

Official evaluations will follow: the evaluation of the water supply and sanitation sector by OECD-DAC will take place in the Spring of 1990 in Paris at the suggestion of the Netherlands and Denmark; and there will be the review by the United Nations at the end of the International Drinking Water Supply and Sanitation Decade.

The achievements should not cause us to forget all that still needs to be done by both sides – donors and beneficiaries.

We still watch with regret continuing pusillanimity and the predominance of special interests and egoism on the part of some people and institutions of all kinds.

To date, despite all the promises given over recent years, solid and effective support for our long journey is still awaited from a large number of institutions.

So far nothing has changed with regard to the long gap between declarations of goodwill and the necessary actions, and contributions provided are still insufficient both from the financial point of view and in terms of sectoral policy.

Up to now, active participation by important European and overseas partners is still missing – as is active and systematic participation by eminent representatives of developing countries. The potential danger of a huge crisis in both the ecological and the social sense has not yet stopped increasing.

The great tasks which remain to be accomplished in the context of water supply and the disposal of wastewater and solid wastes, in water resources and environmental protection, in urban sanitation and the economic recovery of over-indebted countries, and in integration of all these subsectors, demand collaboration and coordination of all forces of multi- and bilateral external support agencies, of non-governmental organizations, and national sector institutions.

Urgently needed are new sector approaches, creativity, initiatives, courage and willpower to act decisively.

We invite you to join in our actions in support of Latin American and Caribbean countries, which have become a new focus of activities of our development cooperation in the context of water supply and sanitation.

In fact, this is a region marked by rapid urbanization and industrialization, as well as by large areas populated by deprived inhabitants who can be counted in millions, and where it is already difficult to forecast what will be the ecological consequences for water, land and the atmosphere. In a number of urban agglomerations it is already too late to speak of a menace, we must talk of the imminent destruction of the environment.

Latin America is a region which in the past has benefited little from community projects executed in the framework of the Decade, but it has nevertheless elaborated, partly with the assistance of PAHO/WHO, quite exemplary concepts.

We count on your contribution to find solutions to the multiple and complex problems to be found here.

When we had our first meeting – in October 1984 in Königswinter – we agreed on an instrument to improve coordination, namely an electronic information system. Thanks to the efforts of WHO and the support of UNDP and certain ESAs it was possible to establish a system of excellent quality, the Country External Support Information (CESI) system.

For the past two years, we have been discussing the nature and scope of its future utilization:

1. It will be necessary to strengthen the automatization of CESI in the sense of data registration, so as to avoid time-consuming and costly updating procedures.
2. CESI's credentials for the exchange of information are so good that the system should be used, as a matter of principle, for other sectors too.

Under the condition that UNDP and other ESAs also participate in the funding, the Federal Republic of Germany would be interested in using CESI in a pilot project for international coordination – of course, also at national level – of development assistance measures in different developing countries. I would be very satisfied if the meeting in Sophia Antipolis could provide a decisive impulse for a new step in this direction.

We would like to transmit to you our best wishes for a successful meeting and cordial greetings to our French friends.”

ANNEX 3 – ACRONYMS AND ABBREVIATIONS USED IN THIS REPORT

AFESD	Arab Fund for Economic and Social Development	NGO	Non-Governmental Organization
AIDIS	Interamerican Association of Sanitary Engineering and Environmental Sciences	NORAD	Norwegian Agency for International Development
BOAD	Banque Ouest Africaine de Développement	OECD	Organisation for Economic Cooperation and Development
BOSTID	Board on Science and Technology for International Development (of USNAS)	PIP	Public Information and Promotion
CEFIGRE	Centre de Formation Internationale à la Gestion des Ressources en Eau	PROWESS	Promotion of the Role of Women in Water and Environmental Sanitation Services (UNDP)
CESI	Country External Support Information	PSI	Project and Sector Information
CIDA	Canadian International Development Agency	RBASE	Regional Bureau for Arab States and Europe (UNDP)
CIEH	Centre Interafricain d'Etudes Hydraulique	RWSG	Regional Water and Sanitation Group
DAC	Development Assistance Committee (of OECD)	SDC	Swiss Development Corporation
DANIDA	Danish International Development Agency	SIDA	Swedish International Development Authority
ESA	External Support Agency	TIE	Technical Information Exchange
FINNIDA	Finnish International Development Agency	TWG	Temporary Working Group
GTZ	Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation Agency)	-AR	Applied Research
ICDDR,B	International Centre for Diarrhoeal Disease Research, Bangladesh	-INFO	Communication of Information
IDRC	International Development Research Center	UNCDF	United Nations Capital Development Fund
IDWSSD	International Drinking Water Supply and Sanitation Decade	UNCHS	United Nations Center for Human Settlements (Habitat)
INSTRAW	United Nations International Research & Training Institute for the Advancement of Women	UNDP	United Nations Development Programme
IRC	IRC Water and Sanitation Centre (formerly International Reference Centre for Community Water Supply and Sanitation)	UNDTCD	United Nations Department for Technical Cooperation in Development
IWSA	International Water Supply Association	UNEP	United Nations Environment Programme
KfW	Kreditanstalt für Wiederaufbau (German Reconstruction Loan Department)	UNESCO	United Nations Educational, Scientific and Cultural Organization
MIS	Management Information Systems	UNICEF	United Nations Children's Fund
		USNAS	United States National Academy of Sciences
		WASH	Water and Sanitation for Health project
		WHO	World Health Organization
		WSS	Water Supply and Sanitation

ANNEX 4 – CONTENTS OF VOLUME 2

- Document No. 1 Sustainable Water Supply and Sanitation in Urban Areas
- Document No. 2 Sustainable Water Supply and Sanitation in Rural Areas
- Document No. 3 Water Management Issues of Water Supply and Sanitation
- Document No. 4 Environmental Issues in Water Supply and Waste Disposal
- Document No. 5 Financing Water Supply and Sanitation Services
- Document No. 6 Strategies for the 1990s
- Document No. 6A Strategies for the 1990s (revised)
- Document No. 7 The Chairman's Statement
- Document No. 8 Country Level Collaboration in Sector Support
- Document No. 9 Water and Sanitation in the 1990s – Sector Management via Methodical Monitoring
- Document No. 10 Caribbean Water Sector Issues for the 1990s
- Document No. 11 Proceedings of the 18th Caribbean Water Engineers' Conference – Vol. 1
- Document No. 12 Decade Assessment Report
- Document No. 13 Safe Water and Sanitation for the 1990s: Reaching the Unserved – A Global Consultation
- Document No. 14 Global Consultation Draft Agenda
- Document No. 15 UNDP Proposal to Collaborative Council – Water 2000: Global Campaign for a Healthy Environment
- Document No. 16 A Latin-American Perspective of the International Water Supply and Sanitation Decade
- Document No. 17 Distillation of Issues Raised and Conclusions Drawn from Regional Meetings and Responses of the UNDP Resident Representatives, with Information on Follow-up Activities
- Document No. 18 The Health Impact of Water Supply and Sanitation Investments: Problems and Prospects for Measurement
- Document No. 19 French Aid and Village Water Supply in Sub-Saharan Africa