



FIRST REGIONAL  
CONSULTATION ON  
THE AFRICA 2000  
INITIATIVE FOR  
WATER SUPPLY AND  
SANITATION

**AFRICA  
2000:  
The  
Challenge  
and the  
Promise**

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**FINAL REPORT**

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25-27 JUNE 1996  
BRAZZAVILLE  
REPUBLIC OF  
THE CONGO

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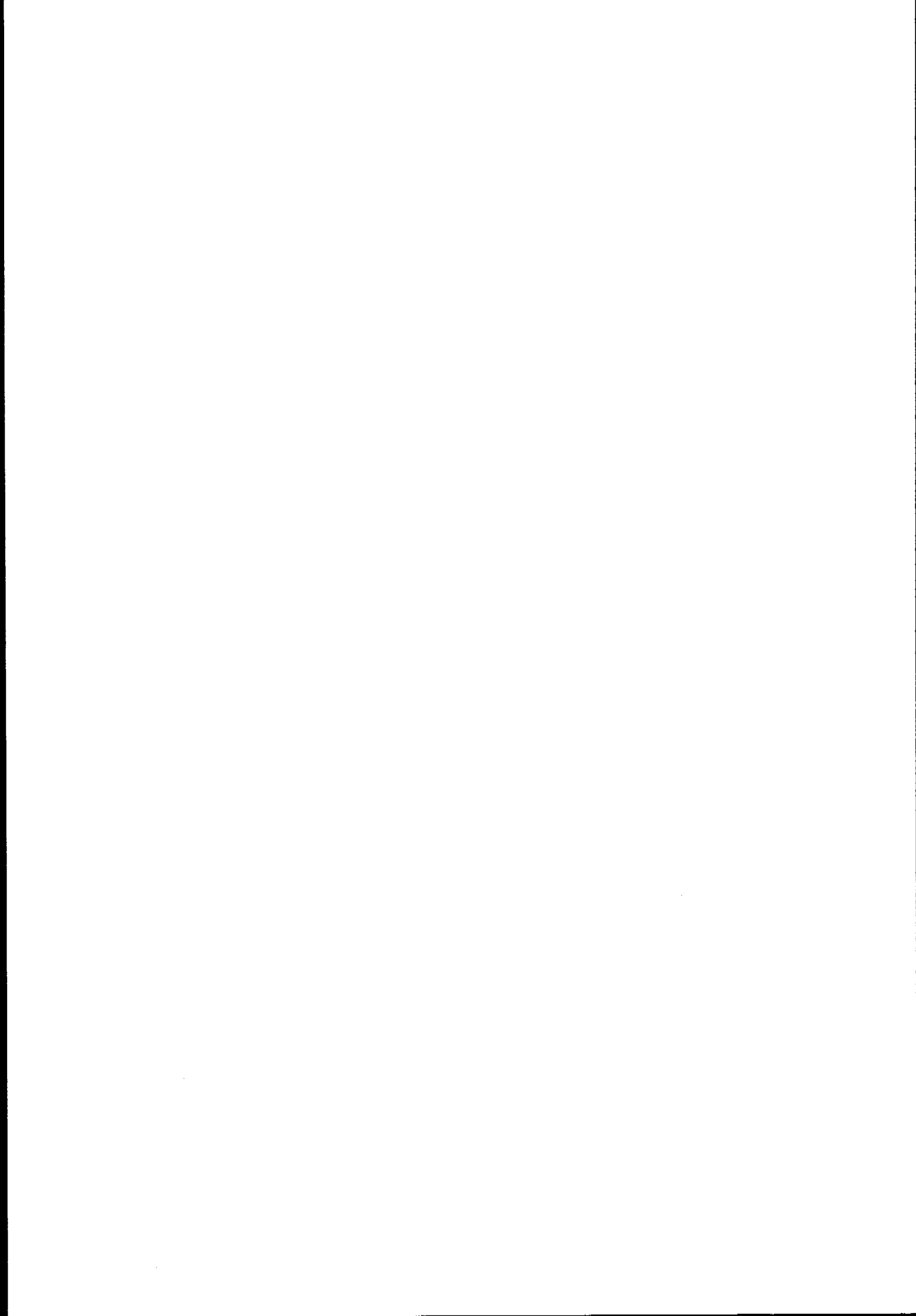
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**WORLD HEALTH  
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FOR AFRICA**



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## Executive summary

**A**FRICA 2000 is an international cooperative effort to expand water supply and sanitation services in Africa. More importantly, it represents a radical change in attitudes towards, and implementation of, water and sanitation development. Nearly 400 million people, more than half the population of the continent, are currently without these services. The initiative was launched by the ministers of health of 46 African countries at the meeting of the WHO Regional Committee for Africa in September 1994.

The First Regional Consultation on the AFRICA 2000 Initiative for Water Supply and Sanitation, held 25-27 June 1996 in Brazzaville, Republic of the Congo, was a major step forward in realizing the potential of African countries to take charge of their own development, to seek local solutions and to establish new partnerships with development agencies. The Regional Consultation brought together some 140 participants, including senior government officials from almost all the countries of Africa and representatives of United Nations organizations, development agencies and nongovernmental organizations (NGOs), to review progress to date and create a common vision for the future.

The opening addresses by Dr Ebrahim M. Samba, WHO Regional Director for Africa, Dr Wilfried Kreisel, WHO Executive Director, and Mr Jean Mouyabi, Minister of Health of the Republic of the Congo, clearly stated the need for a fresh approach to planning and implementing water and sanitation services, emphasizing African leadership, community involvement and appropriate solutions. During three days of discussions, the participants reached broad consensus both on the overall needs and on the approaches that will enable all Africans to have access to the basic human rights of safe water supply and sanitary means of excreta disposal.

A primary outcome of the Regional Consultation was the approval of the BRAZZAVILLE DECLARATION, which set out four complementary approaches: priorities to be based

on the expressed desires of the people; development to be founded on local skills and resources aimed at producing appropriate solutions; partnerships to be formed among communities, local governments, NGOs, private sector and development agencies; and external support to be based on national plans and programmes, not on donor-driven priorities. The participants pledged to mobilize all possible resources of their respective countries and organizations to support water and sanitation services within the AFRICA 2000 framework. Moreover, they requested the WHO Regional Director for Africa to disseminate the declaration to the heads of state of all African countries, to the Secretary-General of the Organization of African Unity, and to other leaders on the continent.

Another outcome of the Regional Consultation was a series of conclusions and recommendations for follow-up action on issues of finance, political commitment, coordination, communications, capacity-building, appropriate technology and management of water resources. To implement these recommendations more effectively, the participants called for an AFRICA 2000 secretariat to be established in the WHO Regional Office for Africa. They also called for the appointment of AFRICA 2000 focal points in all countries, the linking of AFRICA 2000 with other development initiatives on the continent and especially with the United Nations System-wide Special Initiative on Africa, and the holding of an annual AFRICA 2000 meeting to review progress in implementing the Consultation's recommendations.

In a separate meeting, participants at the Regional Consultation recommended that the WHO Regional Director for Africa write to the United Nations with the offer that AFRICA 2000, under the direction and leadership of the countries of Africa, should be considered as the operational component for water supply and sanitation in the United Nations System-wide Special Initiative for Africa.

## The Brazzaville Declaration

**W**e, the policy-makers of African governments, NGOs and external agencies who participated in the First Regional Consultation on the AFRICA 2000 Initiative for Water Supply and Sanitation, held in Brazzaville, Republic of the Congo, 25-27 June 1996, discussed serious problems facing urban, rural and peri-urban populations. Discussions evolved around case studies taken from the 46 Member States of the African Region of the World Health Organization. Ways and means of solving the problems were elaborated in a seven-point action programme for immediate follow-up by governments.

Recognizing that nearly 400 million people – more than half of Africa's population – currently have no access to safe drinking-water, and even more are without sanitary means of excreta disposal, illustrating that sanitation in particular requires special attention because of serious past neglect;

Mindful that an estimated three million African men, women and children die unnecessarily every year from water and sanitation-related diseases;

Underscoring the compelling evidence from the case studies that the toll in death and disease outweighs the toll from natural disasters such as drought, floods and earthquakes;

We have, therefore, resolved to direct solutions to the continent's critical water supply and sanitation problems. We will do so through the adoption of four complementary approaches.

1. Set priorities based on:
  - expressed desires of our people,
  - "bottom up" planning to ensure that people's voices are heard and that investments match needs.
2. Mobilize local skills and resources, and enhance them where necessary, in order to:
  - implement appropriate affordable solutions,
  - ensure optimum use of community management and local resources,
  - improve the efficiency and effectiveness of investments,

- increase sustainability.
3. Ensure that water and sanitation partnerships for health and development involve:
    - communities, local governments, non-governmental organizations and the private sector in concerted efforts to address common problems and prevent wasteful duplication,
    - governments who will coordinate water supply and sanitation programmes through interministerial cooperation which takes full advantage of the capabilities of all potential partners.
  4. Ensure that requests for external support are based on:
    - nationally prepared plans and programmes, not on donor-driven priorities,
    - programmes reflecting people's real needs,
    - powerful social and economic arguments for greater government investments in water supply and sanitation,
    - demonstrable political commitment and resolve to the sector,
    - efficient use that builds national capacity and reduces dependency.

AFRICA 2000 is an initiative of African governments for accelerated progress for enabling all Africans to have access to safe water and sanitation. This initiative puts leadership of water and sanitation development in the hands of African governments.

Under the banner of AFRICA 2000, we policy-makers pledge to mobilize all possible internal and external resources to remedy this critical shortfall in two of people's basic human rights – safe water supply and sanitation.

We further request the WHO Regional Director for Africa to widely disseminate the Declaration to Heads of States of all African countries and to the Secretary-General of the Organization of African Unity and other leaders in the continent.

*(Endorsed in Brazzaville, Republic of the Congo, 27 June 1996, by 108 policy-makers of 46 African Governments, NGOs and external agencies.)*



# 1. Background

**A**FRICA 2000 is an international cooperative effort to achieve a rapid increase in water supply and sanitation coverage in Africa. Requested by the African countries, the initiative was adopted at the 43rd session of the WHO Regional Committee for Africa in 1993 and formally launched at the 44th session a year later. Partnership is the core of AFRICA 2000 and the First Regional Consultation on the AFRICA 2000 Initiative set out to enable water and sanitation specialists from all countries of the region and from external agencies to formulate strategies for concerted action.

In advance of the meeting, WHO compiled a dossier of case studies covering nine countries (Benin, Cameroon, Comoros, Congo, Gambia, Malawi, Mali, Nigeria and Zimbabwe) and a summary of 13 micro-projects that were set up as part of the AFRICA 2000 Initiative<sup>1</sup>. A background report summarized conclusions drawn from the case studies and from analysis of data on water supply and sanitation coverage from all African countries<sup>2</sup>.

The aim of the Regional Consultation was to use this background analysis and the experiences of the participants to create a common vision for AFRICA 2000 as an Africa-driven response to the continent's urgent water supply and sanitation needs. The agenda for the Consultation is given in Annex 1 and the list of participants in Annex 2.

## 2. Opening ceremony

**T**he opening ceremony was attended by the President and Head of State of the Republic of the Congo, His Excellency

<sup>1</sup> *Country Case Studies*. First Regional Consultation on the AFRICA 2000 Initiative for Water Supply and Sanitation, 25-27 June 1996. Geneva, World Health Organization, 1996 (WHO/EOS/96.6).

<sup>2</sup> *Background Report on Water Supply and Sanitation Development in Africa*. First Regional Consultation on the AFRICA 2000 Initiative for Water Supply and Sanitation, 25-27 June 1996. Geneva, World Health Organization, 1996 (WHO/EOS/96.5).

Professor Pascal Lissouba, the ministers and Cabinet, the mayor of Brazzaville, and the high commands of the military, gendarmerie and national police service.

### Opening address – Dr Ebrahim M. Samba

The opening address was given by Dr Ebrahim M. Samba, WHO Regional Director for Africa. Dr Samba emphasized the leading role played by the President of the Republic of the Congo in the launching of the AFRICA 2000 Initiative and pledged to report regularly to the President on the initiative's progress.

It is clear, Dr Samba stated, that Africa requires a fresh approach in order to ease the urgent plight of half its population who have no access to safe water or proper sanitation. The lessons of the International Drinking Water Supply and Sanitation Decade (1981-1990) are being implemented, he said. They include close involvement of communities in the planning and provision of their own water and sanitation systems to help combat cholera, dysentery and other water-related diseases. Solutions to the problem will also involve increased use of locally available skills and materials, and Dr Samba reported that WHO is active in disseminating knowledge and experience of appropriate low-cost technologies throughout the African Region.

Future planning, Dr Samba stressed, will need to work from the bottom up, thus ensuring that people participate fully in decision-making about improving and financing of services. The WHO Regional Office for Africa will provide support to countries in ways that ensure that their AFRICA 2000 programmes are organized effectively and can be monitored and evaluated regularly. Such support will include a review in a year's time to assess progress on the action programme developed by the Regional Consultation, Dr Samba said.

### Greetings from WHO, Geneva – Dr Wilfried Kreisel

Dr Wilfried Kreisel, Executive Director, Health and Environment, of the World Health Organization, brought greetings from WHO Director-General Dr Hiroshi Nakajima. WHO, he

declared, regards access to adequate water supply and sanitation services as both a basic human need and a basic human right. Improved water and sanitation are vital components of national programmes to overcome poverty and to achieve a healthy and sustainable society. They are also closely linked to economic progress.

AFRICA 2000 represents a revolutionary new approach, with country-led partnerships between governments and external support agencies at national level and partnerships among communities, NGOs, private enterprises and local authorities at all levels. All of these partnerships contribute to a coordinated effort to accelerate progress. African countries have many successes and strengths to share, Dr Kreisel said, and WHO is ready to help with the transfer of skills and experience to strengthen national capacity where necessary.

This will also help countries to take full advantage of other multinational initiatives offering support for the development of water supply and sanitation. Through AFRICA 2000, for example, WHO will help countries to develop programmes relating to the United Nations System-wide Special Initiative on Africa and will facilitate contacts with the Global Water Partnership, the Water Supply and Sanitation Collaborative Council, the Water Utilities Partnership and other bodies.

### **Official opening – Mr Jean Mouyabi**

The Regional Consultation was officially declared open on behalf of the President of the Republic of the Congo by Mr Jean Mouyabi, Minister of Health and Social Affairs. He spoke of the President's active role in promoting health issues in the Congo and throughout Africa. This is exemplified in Congo, he said, by a major focus on health care for children, in which improved water supply and sanitation is a vital component.

AFRICA 2000 represents a promise to disseminate awareness of Africa's urgent water supply and sanitation needs worldwide, thus helping to develop appropriate solutions. On behalf of the President, Mr Mouyabi wished

the participants a successful Regional Consultation, which the President himself toasted with a glass of "safe water".

### **Election of Officers**

The Consultation elected the following as Officers of the Regional Consultation:

Chairman: Mr S. S. Musingarabwi (Zimbabwe)

Vice-Chairman: Dr Sylvain Foutou

Mounguengue (Republic of the Congo)

Vice-Chairman: Mr Felix Matias Neto (Angola)

## **3. The Regional Consultation**

Through a combination of plenary sessions and working group discussions, the 140 participants attending the Regional Consultation drew up recommendations for an AFRICA 2000 action agenda. The working group conclusions were summarized and endorsed during a final plenary session in which the participants also discussed and approved the content of a Brazzaville Declaration to be distributed to the heads of state of all African countries.

### **Review of AFRICA 2000 progress**

Mr Firdu Zawide, WHO Regional Adviser for Environmental Health, reviewed the progress achieved by AFRICA 2000 to date. He reported that 38 African countries already had designated focal points for AFRICA 2000; 34 countries had begun implementation of water and sanitation activities within the AFRICA 2000 framework; and demonstration projects were under way in 12 countries. A temporary secretariat in the Regional Office was supporting these efforts by promoting the initiative, preparing technical guidelines and organizing subregional workshops.

Mr Zawide said that AFRICA 2000 was in the process of being adopted as a global slogan for advocacy of Africa's water supply and sanitation needs. Partnerships were being sought with other supporting agencies, and attempts were being made to mobilize funding support for country-based initiatives.

AFRICA 2000 is beginning to bring about changes in the water supply and sanitation sector in the countries of Africa, with national priorities as the basis for programmes.

### Consultation objectives

Dr Dennis Warner, WHO Senior Technical Adviser, Water Supply and Sanitation, introduced the background documents. He stressed that AFRICA 2000 is a country-led, regional initiative to improve national water supply and sanitation services. AFRICA 2000 is not intended to be a programme of WHO, the United Nations or the donors, nor is it a means of funding WHO activities. Rather, AFRICA 2000 represents a new approach based on partnerships in which donors assist, but do not direct, countries in the development of local solutions and self-reliance. The aim of Regional Consultation was to convert these concepts into concrete actions which would enable all the partners in AFRICA 2000 to contribute to accelerating the achievement of full water supply and sanitation coverage for all Africa's people. Dr Warner described the following four objectives for achieving that aim:

1. Identify the main problems impeding the expansion of safe water supply and adequate sanitation.
2. Identify specific country, subregional and regional actions to address these problems.
3. Set out a framework for a regional strategy for carrying AFRICA 2000 forward.
4. Formulate a clear African position regarding the future development of water supply and sanitation services.

### Working group discussions

Following the opening session at which participants heard a variety of views on the main problems in the water supply and sanitation sector, five working groups were formed to discuss and formulate recommendations for action. Two groups worked in French, two in English and one in Portuguese. The five groups worked independently for half a day, after which the participants reconvened in two groups (one English and one

French) to compare notes and consolidate their recommendations for discussion in the final plenary. Following the plenary discussion, the findings were summarized by the consultation rapporteur and the participants approved the contents of a Brazzaville Declaration to be finalized by the secretariat and disseminated to African leaders.

## 4. Conclusions and recommendations

The background report listed 10 main problems which had emerged from AFRICA 2000 national meetings held prior to the Regional Consultation. They were:

- Financial difficulties
  - Insufficient community participation
  - Institutional problems
  - Inadequate operation and maintenance
  - Staff shortages
  - Lack of hygiene education
  - Lack of coordination
  - Poor water quality control
  - Lack of political commitment
  - Insufficient information and communication.
- The plenary discussion confirmed that these 10 problems are widespread and added a further nine problems which need to be addressed:
- Inadequate advocacy
  - Choice of technology
  - The role of donors
  - Need for behavioural change
  - Urban/rural priorities
  - Divided responsibilities
  - Supply-driven approaches
  - Marginalization of women
  - Project-based programming.

For subsequent discussion in the working groups, the problems were then grouped into seven key issues:

- Finance
- Political commitment
- Coordination
- Communication
- Capacity-building
- Appropriate technology
- Water resources management.

Strategies and actions were developed for each of the seven key issues.

## Finance

The strategies and actions for financing of the water supply and sanitation sector related to four main areas.

### More efficient use of available resources

Governments and agencies are urged to make better use of resources that are already available for improving water supply and sanitation. The following actions will assist in achieving this:

- avoid duplication and overlap by improved planning, information-sharing and programming, particularly at local level;
- combat waste, such as excessive loss of water from urban distribution systems;
- plan and design systems with sustainability in mind, including provision for the funds, materials and skills needed for effective operation and maintenance.

**Mobilization and expansion of internal resources at all levels** The Regional Consultation identified opportunities for significantly increasing the resources directed to expanding coverage of safe water and proper sanitation in Africa through a series of measures, including:

- establish a national AFRICA 2000 fund for water supply and sanitation;
- involve all potential partners (communities, NGOs, local authorities and the private sector) in the planning and implementation of improvements;

- adopt realistic tariff structures and cost recovery strategies which reflect true consumer needs and willingness to pay (to be determined through popular participation in assessing needs and resources);
- establish autonomous, commercially-based utilities with the authority and responsibility to manage local funds locally;
- set up local trust funds with support to water supply and sanitation development as their prime function.

### A higher percentage of central government funding for water supply and sanitation

Water supply and sanitation spending is seen to be well below recognized needs in many African countries. Agencies working in this sector and those giving support to it can help to bolster support through advocacy and awareness-raising, including the following actions:

- document and promote the critical contribution of improvements in water and sanitation to the alleviation of poverty, protection of the environment and economic progress, in addition to the recognized social and health needs;
- implement awareness campaigns at local and provincial levels to strengthen the lobby for increased investment in water and sanitation by central government.

**Review of investment priorities** The greatest need for water and sanitation improvement is in rural and peri-urban areas, with sanitation lagging far behind water supply. Better value for money may be achieved if investment planners adopt criteria which include:

- emphasis on serving the greatest number of people with any given investment;
- recognition that investment in improved sanitation has multiple benefits and is essential if water supply improvements are to improve health;
- use of small investments linked to community management in order to bring substantial improvement to the health and well-being of the rural and peri-urban poor;
- linking of water and sanitation to priority needs in countries emerging from war or civil unrest.

## Political commitment

The issue of national government commitment to the improvement of water and sanitation services arose regularly in the discussions at the Regional Consultation. Greater commitment is seen as crucial if progress is to be accelerated. Again, four areas of strategy and action are designed to enhance political commitment.

**Continuous advocacy for AFRICA 2000** The concerted action made possible by the AFRICA 2000 Initiative will act as a regular promotional tool, encouraging governments to respond to urgent needs. WHO is urged to continue a promotional strategy in order to reinforce government commitment to water supply and sanitation improvements.

Opportunities for promoting AFRICA 2000 will arise each year on World Water Day and World Environment Day.

**Incorporation of the AFRICA 2000 programme in national development plans** Each government can contribute to the impetus of AFRICA 2000 by endorsing a national water supply and sanitation improvement programme based on the strategies and actions agreed in Brazzaville and by making this programme an integral component of its national development plan.

**Government-sponsored intersectoral coordination** By establishing a coordination framework with a mandate from the Cabinet, governments can demonstrate a commitment to the improvement of water supply and sanitation. This commitment will be seen to be all the firmer if the coordinating committee is given powers to determine programme priorities within agreed national budgets and to allocate resources for the implementation of priority programmes.

**Donor influence** While recognizing that the overriding principle of AFRICA 2000 is that programmes must be country-driven, the Brazzaville participants saw a crucial role for donors in promoting the initiative in dialogue with governments. Donor support for AFRICA 2000 will encourage greater government commitment, particularly as more and more countries establish effective government-donor partnerships based on the initiative.

## Coordination

Divided responsibilities for water supply and sanitation and for programmes in rural and urban areas have led to problems of uncoordinated development. Duplication of effort and conflict over resources are symptoms of inadequate coordination. The problem also occurs at international level, where countries share rivers, lakes or aquifers. Therefore the following strategies and actions for improving coordination were proposed.

**A strong national coordination body** The participants were impressed by the progress achieved in Zimbabwe, where the National Action Committee (NAC) has a leading role in the planning and management of the water supply and sanitation programme. Key factors in the NAC's success were seen to be:

- the NAC is established by the Cabinet, has mandated responsibility for managing the water supply and sanitation budget, and has decision-making power regarding allocation of resources, including coordination of donor support;
- the NAC is fully cross-sectoral, including not only all water interests but also ministries which may be affected by improvements in water supply and sanitation (e.g. finance, economic planning, agricultural extension, health, employment creation);
- representatives of consumers, NGOs and the private sector take part in NAC discussions, ensuring that all stakeholders have a say in programme planning and implementation;
- water supply and sanitation subcommittees operate at provincial and district levels, thus ensuring that programmes are developed through a "bottom-up" approach that responds to consumer demand but is in line with national policies and budgets.

**Coordination of external inputs** Uncoordinated contributions by donor agencies, NGOs and the private sector aggravate the difficulties of resource utilization. Through AFRICA 2000, donors are committed to respecting national priorities and governments are expected to share information on policies, strategies and programmes. The coordination framework

needs to provide mechanisms for ensuring that contributions from donor agencies and other partners are used efficiently and synergistically.

**Unified database** Effective planning and monitoring of improvements depend on all parties having access to accurate and consistent data. That is rarely the case at present. Standardized reporting formats are available through the WHO/UNICEF Joint Monitoring Programme and should be used for all national reporting. Countries also require unified databases for planning and management purposes, with a single agency responsible for maintaining the database. All parties should accept responsibility for providing data and in return should have access to the consolidated data in the database.

**Joint programmes on shared resources** For many African countries, shared rivers, lakes or aquifers provide a significant part of their water resources planning efforts. As water scarcity intensifies, the need for collaboration over the use of shared waters becomes more and more urgent. AFRICA 2000 is seen as a helpful way of bringing together experts and politicians from riparian states to share experiences and to formulate joint action programmes. WHO is urged to help stimulate this exchange of experience and to promote improved accords on water-sharing with common goals.

## Communication

In many places, water supply and sanitation historically have been a low priority in government spending. Advocacy during the International Drinking Water Supply and Sanitation Decade (1981-1990) went some way towards improving the situation, but there is still a long way to go. Shortcomings in communication have hampered development of the sector. AFRICA 2000 provides an opportunity to rectify some of these shortcomings. It calls for some new strategies and actions for raising awareness.

**Social mobilization at all levels** Involving all sections of the community in water and sanitation planning and implementation requires more than just a decision to do so.

The parties involved (community groups, NGOs, private firms, local authorities) have to understand the roles that they can play. This requires publicity campaigns, local contact points and responsive policies from all levels of government. Water supply and sanitation professionals have the job of advocating a higher profile for the sector by convincing decision-makers of the benefits which will come from greater investments.

In the water supply and sanitation sector it is especially important to take advantage of the commitment of women to improve family health and well-being. This means involving women in decision-making at all levels, including the most senior ones. Use of participatory approaches in programme planning is now a recognized way of encouraging behavioural change.

**Information, education and communication (IEC)** Modern communications provide new opportunities for sharing experiences and data. IEC initiatives are important to water supply and sanitation programmes. The Regional Consultation participants recommended:

- the inclusion of IEC in the budgets of all water supply and sanitation projects;
- harmonization of messages regarding water supply and sanitation into a few well understood and easily recalled instructions which will be commonly used;
- improved communication systems taking advantage of modern technology, including networking through electronic media;
- continued emphasis on health and hygiene education and the need for behavioural change.

**Advocacy for AFRICA 2000 through other programmes** Improvements in water supply and sanitation are critical factors in a number of other initiatives. One clear example is the guinea-worm (dracunculiasis) eradication programme. It should be made apparent that AFRICA 2000 will lead to accelerated progress in a number of programmes as well as producing benefits in its own right.

Specialists in the water and sanitation sector are urged to take advantage of all opportuni-

ties to advocate greater priority for water supply and sanitation investment. Outbreaks of diseases such as cholera or guinea-worm raise public awareness of the inadequacy of water supply and sanitation. Politicians and the media need to be reminded constantly that early investment in water supply and sanitation can prevent the much greater cost of an epidemic.

**A role for regional committees** The Regional Consultation participants saw scope for greater emphasis on the special significance of improving water supply and sanitation services in some of the committees that deal with wider issues of water resources at regional level. This would help to foster mutually beneficial water-sharing and protection of resources. National representatives on regional committees are urged to give due weight to water supply and sanitation issues and to promote AFRICA 2000 at meetings.

### Capacity-building

A recurring theme at the Regional Consultation was the failure to make best use of existing African resources at community level, in district agencies, at national level and on a regional basis. Building on these resources is seen as the most cost-effective way of achieving greater progress. There are also significant gaps to be plugged and reforms needed if the principles endorsed as part of AFRICA 2000 are to become reality. Consequently a number of strategies and actions were recommended for capacity-building.

**Creation of an enabling environment** The integrated partnership approach calls for fresh ways of planning and managing water supply and sanitation programmes. These have implications for staffing, institutional arrangements and legislation, as well as for activities at community level. To create an environment that will facilitate effective implementation of AFRICA 2000 programmes, the Regional Consultation saw a need for major capacity-building components, with emphasis on:

- participatory approaches to planning, implementation and monitoring to ensure that improvements meet consumers'

demands (surveys of willingness to pay are seen as a key aspect of planning for community water supply and sanitation projects);

- recruitment and training or retraining of staff in the skills needed for the partnership approach, with incentives to retain skilled staff at national and, especially, at local levels;
- legislative changes that promote rather than inhibit the involvement of community organizations and the private sector in water supply and sanitation projects.

**Decentralization** This is part of the enabling environment, but merits a discussion in its own right. Decentralization is fundamental to success. Most African countries now have in place measures to decentralize the management of water supply and sanitation systems. However, implementation of appropriate decentralized systems which suit the twin objectives of an integrated approach and local control is complex. It generally requires substantial institutional reform, human resources development programmes, particularly at local and district levels, and legislative changes to help establish autonomous decentralized agencies.

At the same time, central government must retain the power to implement and maintain health and environmental standards, to determine priorities for national development, and to ensure equity and sustainability. Add the further complication of stimulating private sector involvement at local level and the need for technical assistance and financial support becomes apparent. Donors recognize that establishing effective decentralized management of water supply and sanitation projects is a critical need and they may be expected to provide support for governments wishing to implement reforms consistent with the AFRICA 2000 principles.

**Monitoring and data management** This is closely linked to the recommendations on communication. It is essential that all those involved in water supply and sanitation activities should have access to consistent data. Regular monitoring is a vital tool for

planning and requires indicators relevant to the aims of expanded coverage, sustainability and equity, as well as behavioural change. The Consultation also noted the need for monitoring of water quality to provide early warning of threats to future supplies.

AFRICA 2000 programmes will need to include provision for the establishment and maintenance of a unified database and for the regular collection and analysis of data.

### Appropriate technology

There has been significant progress in the last 10-15 years in the development of simple low-cost technologies for water supply and sanitation in rural and peri-urban areas. Unfortunately, awareness of available technologies is limited. This is partly a communication problem, but it also reflects the need to adapt technologies to local situations and customs.

The Consultation participants identified three specific activities to encourage the adoption of appropriate technologies and hence the sustainability of completed projects.

**Development of guidelines** Scores of case studies from all parts of the world demonstrate the application of a variety of technologies in different local environments. Expert analysis is needed to produce clear guidelines relevant to the many different African contexts. Guidelines will help planners to offer sensible choices to communities when determining willingness to pay and preparing investment budgets. They clearly need to be flexible, so that recommendations may be adapted to local circumstances. The guidelines should, for example, indicate that standardization is important because it makes maintenance easier. They should also set out the practicalities of community management, the extent to which private sector involvement may be advantageous or otherwise, and the feasibility of local manufacture of both equipment and spare parts.

**Promotion of low-cost systems** While recognizing that the lowest cost option will not always be the most appropriate one, especially if it does not provide the level of service desired

by the beneficiaries, the participants nevertheless saw scope for more awareness-raising at community level about the merits of simple low-cost systems. In addition to saving money, appropriate low-cost technologies make the management of spare parts easier and local operation and maintenance feasible.

Promotion of low-cost systems should be accompanied by training programmes, particularly for the training of trainers who can then ensure that local mechanics and caretakers can cope with future maintenance needs.

**Applied research** Adaptation of available technologies and the development of new ones are continuing needs. The participants at the Regional Consultation saw a need to strengthen existing national research centres involved in research on water supply and sanitation technology and to establish new ones where they do not exist. The participants also noted plans to open a regional research centre in South Africa specializing in water supply and sanitation.

### Water resources management

In the integrated approach, water supply and sanitation form one component of water resources development and management, competing for priority and resources with demands from agriculture and industry and linked to programmes such as river management, drought mitigation and hydropower. As a result, a number of more general issues need to be addressed in AFRICA 2000 action programmes.

**Problems of water-scarce areas** This is a growing problem, as more and more African countries face an imbalance between supply and demand. Although domestic water supplies account for only a small proportion of total water use, it is vital that such supplies are safeguarded as a first priority because of the serious health consequences if they are disrupted. There are recognized deficiencies in knowledge about available water resources, so that greater investment in the assessment of water resources is needed in most countries. Regional cooperation regard-



ing shared waters is also an area of concern that requires urgent attention.

In water-scarce areas, the voice of the water and sanitation sector must be heard. Water and sanitation professionals need to be sure that their small share of expressed water demand does not mean a small voice in the corridors of power. Governments are urged to ensure that water resources management strategies take full account of the priority needs of the water supply and sanitation sector. Similarly, water supply and sanitation programmes must seek to integrate irrigation and industrial programmes, rather than seeing them as competitors.

Demand management is going to be an increasingly important element of water resources planning and development in the future. The water supply and sanitation sector can provide useful leadership as its participatory approach helps to raise awareness of the value of water and its multiple uses.

**Water quality protection** The water supply and sanitation sector is both a victim and a culprit in the pollution of groundwater and surface water supplies. It has valid cause to urge action to combat industrial and agricultural pollution but at the same time must take action itself to prevent the growing problem of water pollution caused by inadequate sanitation, particularly in rapidly growing peri-urban areas.

Integrated water resources management provides the opportunity for investments to be targeted to achieve optimum benefit. Monitoring and protection of freshwater sources is not well established but needs to be if pollution protection programmes are to be based on reliable data.

**Water use efficiency** Far too much of the water that is available for different uses in Africa is wasted. The water and sanitation sector has a poor record in this respect, with 50% or more "unaccounted-for water" in many urban supply systems. This problem must be addressed before the sector can expect to be taken seriously in advocating for improved efficiency in water use by irrigation and industry. It is undoubtedly true that even marginal improvements in irrigation efficiency

would yield far more than can be saved by loss reduction in the water supply system, but that message will be very much stronger when it comes from a sector that has put its own house in order.

The Regional Consultation participants recommended that guidelines be drawn up on the efficient use of water for all purposes, accompanied by major campaigns to substantially reduce water losses in urban networks.

## 5. Follow-up

**I**n line with the third objective, the participants proposed five ways in which the Regional Consultation should be followed up and implementation of their recommendations monitored.

### AFRICA 2000 secretariat

An AFRICA 2000 secretariat should be established at the WHO Regional Office for Africa to coordinate national initiatives and to provide support to regional activities. The Secretariat will need to undertake advocacy for AFRICA 2000 and support capacity-building activities in countries, including assistance with project preparation.

### National focal points

Focal points for AFRICA 2000 already exist in most countries. The participants recommended that WHO should define an active role for these focal points and that governments give them the authority and resources to disseminate information on AFRICA 2000, collect data and report progress regularly.

### Links with other initiatives

At the request of the Regional Consultation, WHO agreed to ensure that the AFRICA 2000 Initiative is recognized by other agencies as a mechanism for establishing national water supply and sanitation programmes which may then be linked into other development initiatives on the continent. In particular, efforts will

be made to link AFRICA 2000 with the United Nations System-wide Special Initiative on Africa<sup>3</sup>.

### **Annual AFRICA 2000 meeting**

An annual meeting should be held to hear reports from countries and to review progress in implementing the Regional Consultation's recommendations. The WHO Regional Office for Africa has agreed to convene this meeting in 1997.

### **Dissemination of the Brazzaville Declaration**

The WHO Regional Director for Africa readily accepted the Regional Consultation's request to ensure widespread dissemination of the Brazzaville Declaration, including its transmission to all African heads of state.

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<sup>3</sup> In a separate but related meeting on 28 June 1996, 40 participants from the Regional Consultation met at the WHO Regional Office for Africa to explore practical steps to link the AFRICA 2000 initiative with the United Nations System-wide Special Initiative on Africa. The participants strongly recommended that the WHO Regional Director should write to the United Nations with the offer that AFRICA 2000, under the direction and leadership of the countries of Africa, be considered as the operational component of the United Nations Special Initiative in the field of "household water security". Alternatively, the participants recommended that, at a minimum, some country representatives should be included in the decision-making process of the United Nations Special Initiative.

# Annex 1

## First Regional Consultation on the AFRICA 2000 Initiative

25-27 June 1996, Brazzaville

### Agenda

#### Tuesday, 25 June 1996

First Plenary Session: Opening

08.00–09.00 Registration

09.00–09.10 Call to order (Master of Ceremonies)

09.10–09.30 Welcoming address (WHO Regional Director)

09.30–09.50 Supporting remarks (WHO Executive Director)

09.50–10.10 Keynote address (Minister of Health, Congo)

10.10–10.30 Official opening (President of Congo)

10.30–11.00 Tea break

Second Plenary Session: Background Review of AFRICA 2000

11.00–11.30 Election of Chairman and Vice-Chairmen (2); adoption of agenda

11.30–12.00 Review of AFRICA 2000 progress to date

12.00–12.30 Presentation of consultation documents

12.30–14.00 Lunch

Third Plenary Session: Selection of Issues

14.00–15.00 Open discussion (Chairman)

15.00–15.30 Summary of main concerns

15.30–16.00 Tea break

16.00–16.45 Prioritization of issues (Facilitator)

16.45–17.00 Review of consultation objectives (Chairman)

#### Wednesday, 26 June 1996

Fourth Plenary Session: Establishment of Working Groups

08.00–08.10 Summary of Day One (Rapporteur)

08.10–08.20 Presentation of working group topics (Facilitator)

08.20–08.30 Sign-up for working groups (Facilitator)

First Working Group Session

08.30–10.30 Five working groups (Each working group to elect its own chairman and rapporteur. The working group facilitators will be appointed.)

English (1)

English (2)

French (1)

French (2)

Portuguese

10.30–11.00 Tea break

11.00–12.30 Continuation of working group sessions

12.30–14.00 Lunch

Second Working Group Session

14.00–15.30 Two working groups (Each working group to choose its own chairman and rapporteur. The working group facilitators will be appointed.)

English

French

15.30–16.00 Tea break

16.00–17.00 Continuation of working group sessions

#### Thursday, 27 June 1996

Fifth Plenary Session: Discussion of Issues

08.00–08.30 Presentation of working group reports (E & F) (Working Group Chairmen)

08.30–09.00 First discussion (Chairman)

- 09.00–09.30 Response by WG chairmen/  
rapporteurs
- 09.30–10.00 Second discussion (Chairman)
- 10.00–10.30 Tea break
- 10.30–12.30 Third discussion (Chairman)
- 12.30–13.30 Lunch
- 13.30–14.30 Press conference
- Sixth Plenary Session: Approval of Report
- 14.30–15.00 Presentation of Brazzaville  
Declaration (Rapporteur)
- 15.00–15.30 Presentation of consultation  
conclusions and recommenda-  
tions (Rapporteur)
- 15.30–15.45 Final administrative/logistical  
matters (Chairman)
- 15.45–16.15 Tea break
- Seventh Plenary Session: Closing
- 16.15–16.45 Review of consultation outcomes  
(Chairman)
- 16.45–17.15 Closing address (Prime Minister,  
Congo)
- 17.15–17.45 Final remarks (WHO Regional  
Director)

## Annex 2

### First Regional Consultation on the AFRICA 2000 Initiative

25–27 June 1996, Brazzaville, Republic of  
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