

**Water Supply and Sanitation Collaborative Council  
(WSSCC)**



**NETWORK ON SERVICES FOR THE URBAN POOR**

LIBRARY  
INTERNATIONAL REFERENCE CENTRE  
FOR COMMUNITY WATER SUPPLY AND  
SANITATION (IRCS)

**FOLLOW-UP OF THE WORKING GROUP ON URBANIZATION  
RESEARCH REPORT**

*Prepared by CERFE  
July 1995*

*With the support of the Government of Italy and  
the United Nations Centre for Human Settlements (Habitat)*

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## PRESENTATION

The following is the WSSCC Network on Services for the Urban Poor "Research Report" containing the results of a study conducted in the period September 1993-November 1994.

The Network is one of the "mandated activities" established at the September 1993 Rabat Meeting of the Collaborative Council. In that Meeting it was decided to undertake, through an agile Network, follow-up activities to the former Working Group on Urbanization (WG/U) including the dissemination of the Working Group's findings, the gathering of feedback from the field on their application and the updating of the WG/U Information Bank. UNCHS (Habitat), the Government of Italy, CERFE, USAID, the Environmental Health Project (formerly WASH) and WEDC (UK) form the operational "Core Group" of the Network.

This Report is composed of three parts. The first one briefly describes the institutional framework of the Network and the activities undertaken since September 1993. The second part contains the findings of the research conducted on the new inputs that have been included in the Network Information Bank. The third part presents suggestions about general urban issues as a new research theme for the Network and some concluding remarks and recommendations.

The first Annex contains the outcomes of an analysis of some development interventions in the field of water supply and sanitation. The second and third Annexes contain the lists of texts or studies employed for the preparation of this Report and for the "WG/U Report".

PART I



CHAPTER ONE

**Institutional framework and  
activities undertaken**





## **1. Institutional framework**

From July 1992 to September 1993, CERFE (Centro di ricerca e documentazione Febbraio '74) has performed the functions of scientific and operational Secretariat of the Working Group on Urbanization (WG/U) - Water Supply and Sanitation Collaborative Council (WSSCC) - working group supported by the Italian Ministry of Foreign Affairs-Directorate General for Development Cooperation (MAE/DGCS) in the framework of a contract with the World Health Organization - WHO), being WSSCC administratively part of WHO. The main outcomes of the WG/U, based on the analysis of the documents included in the information bank set up by the WG/U, were presented in a Report adopted by the WSSCC Rabat Meeting, held in September 1993. In February 1994, CERFE was charged by WSSCC to perform scientific and technical assistance to the Network on Services for the Urban Poor (the successor of the WG/U. It was indeed felt that, although the WG/U had fulfilled its aims, there was plenty of scope for continuation of research activities, given the wealth of documentation sent after the original WG/U deadline, by providing technical assistance and undertaking research concerning this second set of documents.

The outcomes of this research project will be used also in the framework of the UNCHS Settlement Upgrading Programme (SUP), in cooperation with the WSSCC Network on Services for Urban Poor.

## **2. CERFE activities in the framework of the WSSCC-WG/U (July 1992 - September 1993)**

In the above period, CERFE provided scientific and operational assistance in order to support WG/U in the domain of coordination, information, exchange and networking among its members.

In the domain of the research component, CERFE carried out a survey aimed at setting up an information bank, based on the consultation of the documentation submitted by the 61 members of the

Working Group and other publications and reports already in possession of MAE/DGCS and CERFE.

The documents (or sources) collected and analyzed by CERFE were 271, containing 400 analysis units (studies or texts). The findings of the analysis of each of the 400 units were included in a computerized information bank, which can be viewed as something in between an archive, a survey and a traditional data bank.

The findings of the survey, that have been described in the WG/U Report, were organized according 6 strategic elements:

- security of tenure and other legal issues;
- peoples' participation;
- cost recovery and resource mobilization;
- appropriate technologies;
- institutional reform and capacity building;
- water resources conservation and management.

### **3. CERFE activities in the framework of the WSSCC-WG/U follow-up (from September 1993)**

Two kinds of activities have been undertaken in the framework of WG/U follow up: technical and operational assistance and research activities.

This Report is entirely devoted to research activities, whereas a detailed description of technical and operational assistance is inserted into another report.

Therefore, as much as the research activities are concerned, the following activities have been carried out:

- a. first analysis of the 258 new documents sent by WG/U members after the original WG/U deadline (31 December 1992) and selection of 194 relevant documents;

- b. updating of the computerized Information Bank;
- c. analysis and interpretation of the new entries, according to the methodologies applied in the framework of the WG/U Report;
- d. drawing up of a draft of the Final Report.

It is to stress that, among the 194 documents, 86 dealt with issues related to WSS and 108 are focused on urban issues, without specific reference to WSS.

These data deserve a brief comment.

Since the documents were sent by individuals and institutions concerned and acquainted with WG/U activities, the presence of so many documents on urban issues and urbanization process cannot be interpreted as caused by a lack of understanding about nature, scope and aims of the computerized Information Bank. Rather, it seems to be the expression of a specific need for analyzing WSS issues in the broader context of urban dynamics, in order to deal with more and more WSS issues in close relation with other emerging aspects of urban development, such as environment pollution, traffic, demographic growth, the role of towns in World economy, the increasing significance of the informal sector, and the like. In this sense, the increasing number of documents specifically focused on urban themes is not to be considered a limit, rather than a potential, because it is consistent with the same general aims of the WG/U and now by the WSSCC Network on Services for Urban Poor, i.e. to fostering an integrated and comprehensive approach to WSS issues.

#### 4. Project staff

The Project staff is made up of:

- Francesco Ambrogetti, sociologist;
- Andrea Ambrogetti, sociologist;
- Luciano d'Andrea, sociologist and research staff coordinator;

- Andrea Declich, economist.

The report has been written by Luciano d'Andrea.

## 5. Contents of the Report

The Report is organized in three parts. The first part includes this chapter.

The second part is divided into three chapters:

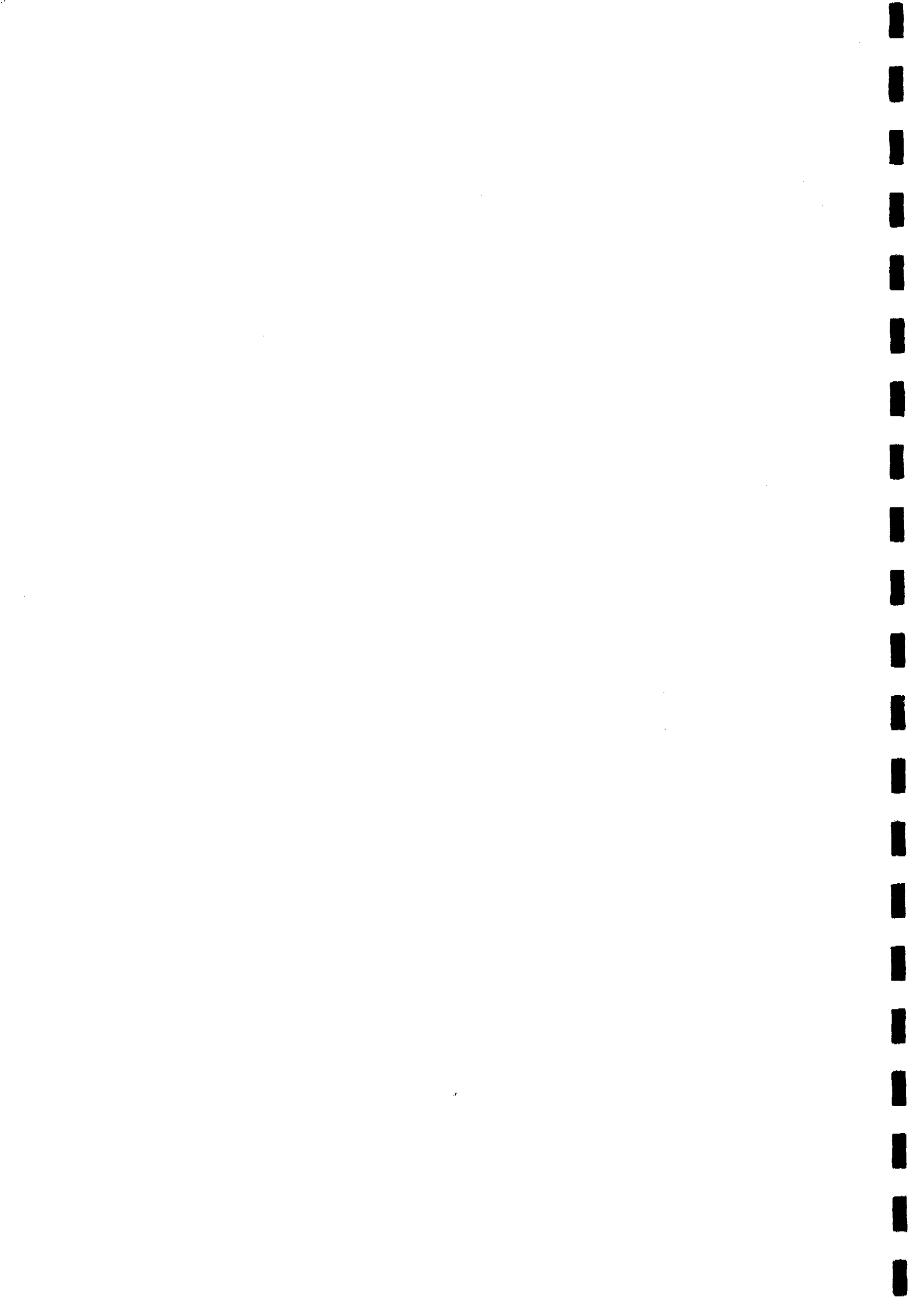
- the second chapter contains a description of the methodology in carrying out the research work and the methodology of the Information Bank;
- the third chapter examines the formal aspect of the archive;
- the fourth chapter deals with the substantive aspects of the archive.

The third part is divided into two chapters:

- the fifth chapter contains a description of the main formal and substantive characters of the 108 documents entirely focused on urban issues;
- the sixth and last chapter comprises some final remarks and recommendations.

In addition, the first annex provides with the research outcomes concerning the actors and the interventions mentioned in the texts and comprises an assessment of the outcomes obtained.

PART II



CHAPTER TWO

**Methodology of the research and  
of the Information Bank**





In this chapter a brief description of the methodological set-up of the research and of the Information Bank will be provided.

In the following paragraphs, the main features of the Information Bank as well as the scientific procedures followed in carrying out the research will be described.

### 1. Main features of the Information Bank

The Information Bank is a combination of an archive of documents on WSS, the outcomes of a survey in this domain and a computerized data bank.

Indeed, it contains both the basic data extracted from the documents examined (such as the names of the authors, the subject-matter, the areas of reference, etc.), as well as information based on an interpretation of the documents using a fairly complex theoretical and methodological apparatus referring to strategies that have been implemented and/or proposed within the WSS sectors.

In this sense, CERFE's work is, to a certain extent, the result of crossing a strategic model with a theoretical model. The strategic model is the one laid down in the "Strategy outline" text of the WG/U (drafted by the coordinator at the beginning of the WG/U activities) and makes provisions of four key elements, and namely:

- legal status of and urban management tools for the peri-urban sector;
- techniques and tools for community participation;
- cost recovery and resource mobilization;
- appropriate technologies;

Other two more general elements were taken into account in the framework of WG/U activities: institutional reform and capacity building; water resources conservation and management.

The theoretical model is based on two assumptions:

- the increasing importance of the "cognitive environment", i.e. cognitive processes and phenomena in contemporary societies occurring on a global scale;
- the importance of the various actors present in the urban context, such as government authorities, private companies, citizens' groups, development agencies, also analyzed from the point of view of the power which they effectively exercise over what one might call the "operational environment".

One of the main elements of this analysis, through which an attempt has been made to meet a demand for knowledge about WSS and the features of the programmes and interventions in the urban environment relating to WSS, is therefore a consideration of both the cognitive, and the operational dimension, both of which are related to the actors involved.

## **2. Procedures followed for up-dating the Information Bank**

### *2.1. General organization of the Information Bank*

In order to up-date the archive, the documents coming from different sources, submitted both by members of the WG-U, which has been dealing with international cooperation in the urban environment for about ten years and received by the WG/U Secretariat after the deadline of 31 December 1992 have been considered.

As stated in chapter 1, the documents were 194, 86 dealing with WSS issues and 108 dealing with urban issues.

Also this second group of documents have been inserted in the archive, but only for the first 86 documents a content analysis has been undertaken.

Some of these 86 documents contained two or three texts which have been evaluated independently of one another by the research team. As a whole, there were about 131 texts, totalling about 4,000 pages.

Therefore, the Information Bank now contains 531 texts:

- 400 texts were analyzed in the WG/U Report;
- 131 are the subject of this Report.

We shall refer to the first group as group A and to the second group as group B. It is to bear in mind that the two groups of texts have been sent to the Secretariat in reaction to the same input; thus, in principle, they should be considered as parts of the same set of texts. Nevertheless, we preferred to treat them separately, in order, on the one hand, to verify the information already emerged from the analysis of group A (and dealt with in the WG/U Report), and, on the other hand, to easily elicit information on other trends characterizing the WSS sector, that had not been identified in the first group.

Moreover, the Information Bank contains a sub-group of 108 documents dealing with urban issues. We shall refer to this sub-group as "sub-group U" (U as Urban issues) . For these documents, only their formal features (authors, year of publication, etc.) have been taken into account.

Summing up, taking into consideration only the new entries, the following operations were carried out:

- for the texts included in group B, both the analysis of the formal features of the 86 documents (analysis of the archive) and a survey on their content;

- for the 108 documents included in sub-group U, only the formal analysis.

## 2.2. *The archive*

As far as the analysis of the archive is concerned, the following items were considered:

- author/s of the document;
- title of the document;
- publishing house;
- geographic origin;
- the organization responsible for the document;
- literary genre (essays or papers; research reports; guidelines; technical analysis; books; other);
- number of pages;
- year of publication.

The outcomes of this analysis are presented in chapter 3.

## 2.3. *The survey*

The second "component" of the work consisted in a second-tier survey of the 131 texts, relating to the 86 documents recorded in the archive, which can be broken down into three parts:

- a quantitative analysis of the substance;
- an analysis of the content;
- an analysis of the interventions and the actors described in the text.

The survey was aimed at comparing the trends emerging from the analysis of the texts included in group B with those singled out in the WG/U Report, based on the study of the 400 texts included in group A.

#### a. Quantitative analysis

The main purpose of conducting a quantitative analysis of some aspects of the documents was to establish the geographic, territorial and demographic environments of each of the texts examined.

"Geographic environment" means the geographic area to which the text refers: the district of S. Marcos, the city Sao Paulo, Ghana, South-east Asia, etc.

"Territorial environment" means the status of the bench-mark territory. More specifically, the survey has identified environments as local, national, regional, continental or worldwide.

"Demographic environment" means the number of inhabitants in the territory (or territories) referred to.

The data needed to determine the environments are not always explicitly stated in the texts. In some cases, qualitative information was extracted, whereas in other cases it was not even possible to make an estimate.

The data on the formal quantitative analysis were taken from the texts using grid composed of the following items:

- text code;
- title;
- geographic area of reference (name and position within the major world geographic areas);
- territorial dimension (local, national, etc.);
- estimated bench-mark population (specifying whether it is an explicit, implicit or vague estimate);
- estimate of the quantity of finance referred to (stating whether it is an explicit, implicit or vague estimate).

#### b. Content analysis

The content analysis (whose outcomes are described in chapter 4) was aimed at extracting information from the texts examined, in order

to ascertain the strategies to which the authors of the documents refer, and then compare them with the strategic framework set out in the WG/U. The analysis then examines whether the will and the intentions expressed in the strategies are accompanied by any real awareness of a certain number of key aspects relating to the political, economic, technological, legal and urban planning dimension of the interventions (and hence whether there is specific treatment of these aspects from the point of view of spheres of competence, and the use of the know-how needed). Lastly, it was felt necessary to ascertain the degree to which the authors of the documents perceived constraints or resources for the success of the interventions, in other words those elements which have a positive or negative influence on the basis of past experience, and which must therefore be taken into account when implementing any programme or project.

One of the first concepts used was the concept of strategy. By "strategy" is meant the conjunction of objectives and actions deemed necessary to attain those objectives. In order for a text to be able to surpass the *relevance threshold* in this regard, it was not sufficient merely to report the existence of a problem connected, for example, by defining land ownership, but it was felt necessary that the paper should provide a wide-ranging examination of the actions needed to tackle the problem of legalizing irregular situations, and spell out more or less explicitly the hierarchical order or the temporal relationship between the individual actions and the objectives.

Reference was made exclusively to the four key elements given in the "Strategy Outline" document (legal status, cost recovery, participation, appropriate technologies), considering them as *strategic elements* whose combination or sequencing (hierarchical or logical) produces the *strategy* proper, which can result from aggregating or not any one or more of these elements. This means that there may be some documents with no strategy, or partial strategy documents because, for example, the objectives are not made explicit, or the actions needed to attain a given objective are not spelled out, just as there may be documents with *one or multiple strategies* depending upon whether the authors adopt one or more of the four elements.

Connected with the concept of strategy, use has been made of the concept of *integration*, which indicates the degree of consistency in combining strategic elements, or rather, the incorporation of strategic elements into a unitary approach attributing a specific order to objectives and actions.

By *awareness threshold* is meant the specific, in-depth treatment in the text (rather than a mere mention) of certain issues or problems such as the capacity to identify the actor operating within the context of a particular action programme or project, to recognise the relevance of it and to raise the question of the consensus they enjoy (political awareness); the capacity to evaluate the costs of WSS services and to deal with the question of cost recovery, proposing relevant technical solutions which may relate to the tariff system, waste reduction, facilitating the financial participation of the users and so on (economic awareness); the capacity to identify and evaluate technological solutions relating to the WSS sector (technical awareness); the capacity to deal with the problem of the legal status of peri-urban settlements as a whole, and the security of land tenure on the part of the inhabitants (legal awareness); the capacity to manage and collect information on the features of the settlements - such as the physical shape of the land and its availability for building, the types of dwellings there, the permanent parts and the temporary parts, the system of land tenure and ownership - and to identify the instruments needed to collect, update and check this information, such as cadastral information, maps, master plans, etc., (urban planning awareness). *Surpassing the threshold* in each of the five types of awareness was established by identifying a series of passages in the texts which deal in a resolute and relevant manner with one of the aspects described above.

Awareness has naturally been attributed first of all to the authors of the texts, but also indirectly to the entities which commissioned the texts and/or the publishers, who may have decided to commission them to experts on certain particular problems and issues rather than others.

The *constraints* were identified on the basis of all the excerpts from the texts with predominantly negative connotations, indicating something representing an impediment preventing an action in the

urban or WSS environment. The *resources or options* were identified on the basis of excerpts from the texts with mainly positive connotations referring to actors, resources, events and projects, etc., that already exist and which are likely to facilitate the intervention in the urban environment or the WSS services.

The constraints and resources have also been classified as follows:

- obstacles or opportunities for the intervention and obstacles or opportunities relating to data collection;
- general obstacles or opportunities (for example, the economic crisis in the developing countries, the capacity of the NGOs to combine research and activity); sectoral obstacles or opportunities relating only to WSS or to environmental intervention (for example, there are few banks that are willing to finance WSS services; controlling and monitoring water systems is one of the instruments for improving them); specific obstacles or opportunities relating solely to the local situation (for example, in India there is no effective policy for setting water tariffs; in Nepal, health education has made it possible to make better use of latrines).

In addition to the concepts mentioned above, two more have been widely used: *the operational environment*, and *the cognized environment*. As stated earlier, considering the cognitive and operational dimension, both referring to the actors involved, was one of the main elements of the analysis. We might define the "operational environment" as all the actions, the opposition and the challenges confronting a human actor (regardless of whether it is an individual or a collective actor) in a given environment; we might construe the "cognitive environment" (or the cognized environment) as all the representations, explanations and information which the actor possesses regarding that environment.

The two concepts both relate to human experience, but their scope does not always coincide. It is therefore possible that there may be some cognitive processes which differ in some way from the operational processes.



Using these definitions it is easy to see that the study of the awareness thresholds refers to the cognized environment, whereas the study of strategies refers to the operational environment.

One final methodological consideration relates to the way in which this part of the survey was conducted. It was carried out by a team of four persons who worked simultaneously following a specific interpretation and text analysis protocol, which required them to be present in the same place throughout and to regularly discuss their findings (in order, as far as possible, to avoid the risk of arbitrary subjective evaluation of strategies, awareness thresholds, constraints and resources identified), and to use a special interpretative grid for each text examined.

This grid, as can be seen from what has been said above, comprised the following items:

- the text code;
- the text title;
- the issues dealt with;
- the presence of strategies relating to legalization;
- the presence of strategies relating to citizens' participation;
- the presence of strategies relating to cost recovery and resource mobilization;
- the presence of strategies relating to appropriate technologies;
- integration between the strategies (yes/no);
- surpassing the political awareness threshold (plus description where available);
- surpassing the legal awareness threshold (and description where available);
- surpassing the economic awareness threshold (and description where available);
- surpassing the urban planning awareness threshold (and description where available);
- surpassing the technological awareness threshold (and description where available);
- indicating constraints to intervention (general, sectoral, specific);
- indicating constraints to information collection (general, sectoral, specific) (and description where available);

- indicating the resources and options for intervention (general, sectoral, specific) (and description where available);
- indicating the resources and options for collecting information (general, sectoral, specific) (and description where available);
- general evaluation of the text;
- specific treatment in the text of WSS sector interventions;
- specific treatment in the text of the actors involved.

c. Analysis of intervention and the actors involved

The third part of the survey consisted in analysing the interventions described in detail in the texts examined and of the actors involved in them (as financiers, executing agencies, etc.).

The term *intervention* is therefore construed as a real event (pertaining to the operational environment), in other words, a project or a programme carried out in the urban environment or in relation to WSS services for which detailed information is available in the text on the locality, the actors involved, the demographic dimension, the financial dimension, the principals, the results and evaluation, and the time frame. On the other hand the term *actors* refers to *specific* individuals or organizations (for example those generically referred to as "the population", "the community" or "international development cooperation") to which the text gives a specific name and/or describes the action performed by them with a fair degree of detail.

The interventions examined were selected on the basis of the content analysis of documents. For each of these interventions the following were noted:

- the name of the project;
- the code;
- the locality;
- the territorial dimension;
- the amount of funding;
- the geographic dimension;
- the time frame;
- the objectives;
- the components (water supply, etc.);
- whether or not any surveys were conducted;

- the outcome (partial or final depending upon whether the reference text was drafted "ex post" or during implementation);
- the evaluations provided in the text;
- the actors involved (financiers, executors and other actors, in the latter case drawing a distinction between those who played a supporting role, and those who were an obstacle, or in opposition).

### 3. Computerization

In order to set up the information bank it was necessary to computerize all the work, using the procedures which are described below.

A PC Macintosh Classic computer was used for this purpose and the Fox-base programme was used as software. This programme is also compatible with the MS DOS system. It is therefore possible to use IBM-compatible PCs to access the information bank.

At present the information bank includes 531 records, each referring to one of the 531 texts examined, and contains both the data and the information gathered as a result of the three analyses conducted (quantitative analysis of the substance, content analysis, analysis of interventions and actors) and all the archive data (reference documents and features, sources, authors, etc.).

Each of the 531 records comprises both logical fields, numeric fields and text fields.

The data on the territorial environment of the documents, for example, has been acquired using true (T)/false (F) logical fields (local T/F, national T/F, regional T/F, worldwide T/F, etc.).

The text fields were used for descriptions varying in length. For example, the name of the organization responsible for the document, or the description of the geographic environment of the text constitutes a text field. However there are a number of very long text fields, such as those referring to the description of the various

awareness thresholds, or those giving lists of specific constraints in the implementation of an intervention.

Numeric fields have been used to provide quantitative data such as information on the demographic environment to which a text refers, or the number of pages comprising the document.

There are numerous key words for accessing the information bank. Different procedures may be used.

First of all it is obviously possible to access the information bank using the code for a given record, based on the name of a text. This can be particularly useful for persons interested in an analytical study of one or more cases.

Secondly, it is possible to simultaneously access all the texts having one or more shared features. For example, all the texts published by UNICEF, or all the texts referring to Guatemala; or, yet again, all those published by UNICEF and dealing with Guatemala.

Thirdly, the bank can be accessed from any logical field. For example, anyone wishing to carry out a specific study of cost recovery in WSS in an urban context, can extract all the records from the information bank containing elements which are strategic in this regard, and also those for which the economic awareness threshold was surpassed, and lastly all those for which both of these conditions obtain.

It is also possible to retrieve from the information bank a list of all the constraints or all the resources and options, or all those of one particular type (for example general ones relating to information collection).

Fourthly, the information bank can also be accessed following linguistic criteria. For example, we might wish to know who considers coordination between different actors to be an important resource for the success of urban WSS programmes/interventions. In this case all the records can be extracted from the information bank for which the search word "coordination" appears among the resources recorded.

This refers to merely accessing the available data and information. But this data and information can be further processed using standard statistical procedures to meet whatever specific needs may arise.

For example, it is possible to obtain a mean and a variance from the list of the population referred to in the texts, both in general or with regard to each international organization, each country or even individual cases which are relevant from the point of view of political awareness or urban planning.

Secondly, every sort of correlation can be made between two or more factors (although not more than four, in view of the limited number of records). Some of these correlations have already been calculated in the course of the survey itself, such as the correlation between the awareness thresholds and strategic elements on the one hand, and the authors or publishing agencies of the documents, on the other.

Thirdly, in addition to territorial comparisons, temporal comparisons can be drawn, and trends can be identified. And lastly, with all the limitations due to translation, it is possible to effect linguistic type analyses regarding the use of particular stems or search words, expressions or analyses regarding the concepts used, etc.

Lastly, it should be emphasized that the information bank has been designed as an open system, currently comprising 531 records to which others can be added without any upper limit, making it possible to extend it and constantly update it. However, care must be taken when it is extended to verify its level of representativeness, which seems to be satisfactory as it stands today. Any further input of documents must therefore be sufficiently balanced to maintain this representativeness.



CHAPTER THREE

The updating of the Information Bank:  
the archive





In this chapter, the information related to the archive is dealt with, in order to compare the main formal features of the publication and texts included in group B with those comprise in group A.

The following issues were considered:

- authors;
- geographic origin;
- organizations responsible for the documents;
- literary genre;
- year of publication;
- number of pages.

### 1. Authors

As far as the texts included in group B are concerned in 63 (equal to 48%) out of 131 the author's name is given. The comparison between group B and group A is shown in the following table.

Authors of the texts

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- University professors	6	9.5	30	36.1	36	24.6
- Ministers and civil servants	1	1.7	9	10.8	10	6.7
- Int. organiz. officials/experts	32	50.8	16	19.3	48	32.8
- Professionals	19	30.1	25	30.1	44	30.2
- Others	5	7.9	3	3.4	8	5.5
<b>Total</b>	<b>63</b>	<b>100.0</b>	<b>83</b>	<b>100.0</b>	<b>146</b>	<b>100.0</b>

These data allow us to notice some remarkable differences between the two groups.

In group B there are:

- a high percentage of International Organizations officials and experts (50.8% vs. 19.3% in group A);
- a low percentage of university professors (9.5% vs. 36.1%);
- the low percentage of ministers and Civil servants (1.7% vs. 10.8%).

As we can see, therefore, only a small set of the texts included in group B are written by authors working in local governments authorities and in university centres, whereas the majority of them work in international organizations.

## 2. Geographic origin

It is to be noticed that the decision was taken to record the documents published and edited by international organisations separately in order to avoid giving overdue weight to the countries in which most of these organisations are based.

In group B, 43.1% of the documents are published by international organizations, vs. 29.1% recorded in group A. For the other categories, the differences between the two groups are:

- developing countries: 24.4% in group B and 26.6% in group A;
- OECD and Russia: 32.5% in group B and 36.9% in group A;
- not recorded: 0.0% in group B and 7.4% in group A.

Again, it is to stress the weight of international organizations in group B.

### 3. Organizations responsible for the documents

This high presence of international organizations in group B is confirmed by the information concerning the organizations responsible for the documents.

48.1% fall into this category (vs. 20.6% for the group A), and only 1.5% (vs. 12.5%) are bilateral Cooperation Agencies. In group B, moreover, there is a smaller percentage of universities and research establishments (21.8% vs. 32.8%) and of government/civil service (7.5% vs. 12.9). There are no documents, in group B, written under the responsibility of local authorities. Public WWS Service Companies are involved only in 4.5% of the cases examined (vs. 6.6%).

### 4. Literary genre

As far as the literary genre is concerned, the main data are summarized in the following table.

#### Literary genre

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- Essays or papers	69	80.3	208	76.7	277	77.6
- Research reports	10	11.7	11	4.1	21	5.8
- Guidelines	3	3.4	34	12.5	37	10.4
- Technical analysis	0	0.0	7	2.5	7	2.0
- Others	4	4.6	11	4.2	15	4.2
Total	86	100.0	271	100.0	357	100.0

Two are the main differences to stress: in group B are recorded a higher percentage of research reports and a lower percentage of guidelines.

## 5. Year of publication

From the date of publication of documents in the archive one can see that most of the material (about two-thirds) has been published in the period 1991-1994. No remarkable differences between group B and group A have been identified.

## 6. Number of pages

The last variable taken into consideration was that of the number of pages of the documents. As shown in the following table, the documents included in group B seem to be slightly shorter with respect those of the group A.

Number of pages of the documents examined

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	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- from 1 to 10	31	36.1	90	33.2	121	33.9
- from 11 to 50	38	44.2	108	39.8	146	40.8
- from 51 to 100	11	12.8	31	11.5	42	11.8
- from 101 to 200	4	4.6	22	8.2	26	7.3
- over 200	2	2.3	20	7.3	22	6.2
Total	86	100.0	271	100.0	357	100.0

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CHAPTER FOUR

**The updating of the Information Bank:  
substantive aspects**



After the formal analysis of the documents included in the archive, we can take into consideration the substantive aspects emerging after the updating of the information bank.

As stated in chapter 3, this analysis will be undertaken on the basis of a systematic comparison between the group of texts included in the Bank until the end of December 1992 (group A) and the group of texts included after this date (group B). In this way, both the differences and the similarities between the two groups will be adequately stressed, in order to provide new information on the major trends in the WSS sector.

The outcomes of the analysis on group A have been already described in the WG/U Report, through 6 working-sheets, each one dealing with a specific strategic element:

- security of tenure and other legal issues;
- people's participation;
- cost recovery and resource mobilization;
- appropriate technologies;
- institutional reform and capacity building;
- water resources conservation and management.

In this report, only the first five themes will be considered, since the last working sheet on water resources conservation and management was organized through a different methodological approach.

## 1. Security of tenure and other legal issues

### 1.1. *The theme*

Security and legal recognition of tenure in the peri-urban sector are two key issues in order to face adequately with water supply and sanitation needs. There is indeed an increasing difficulty in undertaking rehabilitation and WSS projects in peri-urban areas by governments and official cooperation agencies, since their action could

determine the raise of "juridical paradoxes" (for example, the assumption of forms of implicit recognition of illegal settlements in order to overcome the problems due of the lack of explicit legal recognition). At the same time, global strategies in this sector seems to be difficult to set up because of the broad variety of procedures by which governments recognize peri-urban settlement.

The result of these factors is that a great number of citizens are currently living in places that are legal non-entities (it is estimated that 30 to 60 percent of the urban population of developing countries lives in shelters considered illegal by their governments).

### 1.2. *Legal status in the texts examined*

The analysis on the group B tends to confirm that the legal status of peri-urban areas is not a pre-eminent topic in the papers examined. The following table shows the incidence and prevalence of this theme in groups A and B.

Incidence and prevalence of topics in the studies examined - Comparison between group A and group B (the total does not add up to 100% because several subjects may have been dealt with together in a given study)

	Studies in which the topic is present		Studies in which the topic is prevalent	
	Group B	Group A	Group B	Group A
- Legal status	22.5	27.5	5.2	4.0
- Citizens' participation	48.1	53.7	29.3	31.5
- Appropriate technologies	60.9	42.7	20.3	20.2
- Cost recovery	57.8	48.5	21.0	21.2



Both in group A and group B, the issue of legal status is present only in one text examined out of four, whereas just 5.2% (group A) and 4% (group B) dealt it as a prevalent topic.

The interpretation of this phenomenon given in the WG/U Report can be recalled here: the relative neglect of legal and regulatory issues in the studies analyzed can be traced back to the "emergency perspective" with which WSS projects in the peri-urban sector are often implemented, which prompts technicians and administrators to concentrate on the operational and technological aspects, relegating to the background legal and urban development issues. Another possible and complementary explanation can be that of the tendency to focus the attention - in dealing with WSS problems - on the local level, whereas most of the legal questions imply solutions at the regional or national level.

It is to notice, moreover, that in group B there are no texts written under the responsibility of municipal governments or by NGOs. Legal issues are dealt with by 28.5% of bilateral cooperation agencies (the figure was 29.5% in group A), 25% of national governments (20.0% in group A), 20% of WSS utilities (26.6%) and 7.4% of international organizations.

As far as the main subjects discussed in the texts are concerned, the trends recorded in group B are similar to those already emerged in the WG/U Report:

- rules, regulations and procedures for recognizing rights of ownership or occupation of lands;
- rules and regulations regarding the organization of the housing sector or of WSS services;
- procedures and tools for the collection and management of human settlement information for planning, design and legal purposes.

Other themes, nevertheless, seem to emerge as relevant in group B such as:

- rules and procedures which could support a process of privatisation of WSS service or could help to re-define the roles played by the public and the private sectors;
- rules and procedures for assessing the quality of services offered to citizens.

### *1.3. Resources and constrains*

The new entries make possible to enlarge the analysis of recurrent constrains hindering possible new strategies in the legal domain, but the proposals of possible options and resources remain limited in number.

This fact confirms the feeling that, in this domain, the discussion is just started, i.e. in a phase in which a critical attitude is dominant and new strategies hardly emerge.

Among the 8 elements identified as constraints through the analysis of the texts included in group A, three are particularly stressed in group B:

- excessive legislative outputs that is difficult to apply in practice;
- complexity and high cost of bureaucratic and legal procedures for regularization of settlements;
- lack or inadequacy of existing legislation in the housing and WSS service sector.

We can add now at least other three hindering factors:

- the growing difficulty shown by government and local authorities in applying technical tools - such as cadastral data or housing census - for monitoring urban dynamics;
- the resort to unrealistic standards for urban planning which could delay or hinder the recognition of illegal settlements;

- the limited capacity of governments and local authorities in setting up fruitful agreements with private owners in order to control the growth of rental prices.

As stated, in group B options and resources available in dealing with legal issues remain the same quoted in the WG/U Report:

- informal processes of land subdivision and distribution;
- increase in citizens' participation after legal recognition of informal settlements;
- new computer applications for the collection and analysis of cadastral and socio-economic data on informal settlements;
- increased investment by citizens who are granted ownership or building permits;
- collaboration among the various institutional players (municipalities, WSS authorities, other utilities, etc.).

Another option emerged by the group B is that of an increased deregulation concerning the access to the land in order to mobilize citizens' financial resources which cannot be invested because of legal constraints.

#### *1.4. Success stories*

When legal issues are considered, new procedures in the recognition of land tenure are often applied in WSS projects.

In Tijuana, poor families have settled on the banks of the river, which runs through the center of town, building ingenious retaining walls with old truck and car tires filled with sand and cement. Aware of the dangers of both floods and landslides, the city tried in vain to remove the squatters. Eventually, the rain-swelled river did the major eradication job which the city could not, with tragic consequences. No

sooner were the first communities washed away that new residents came to settle on the site of the disaster. At that point, the Secretariat for Human Settlement and Public Works (SAHOP) instituted a new policy, by selling lots of unserviced, unoccupied *ejido* (farmland held in common). The SAHOP marked off streets, sidewalks, house lots and public areas with white lime and sold off the house lots with the assurance that they would receive services some day. Families were given one month to pay the full cost and two months to occupy the site. Buyer not living on site within the required time lost the right to the lot. Since the land was technically still in the process of expropriation by the national government, the SAHOP sold "options to buy with permission to occupy" rather than outright titles. And the State Governor personally guaranteed the outcome of the purchase and sale agreements. The system worked remarkably well. SAHOP sold off one hundred lots per week and houses went up at a similar rate. No one moved back to the old site of the river banks (source: WASH Technical Report No. 54, The constraints in providing water and sanitation services to the Urban Poor, by T.M. Solo, E. Perez and S. Joyce, Washington, 1992).

## 2. People's participation

### 2.1. *The theme*

People's participation seems to be considered more and more one of the pivotal points in WSS projects. The number of publications and texts dealing with this aspect tends to increase as well as the number of development projects clearly inspired by a participatory strategy.

However, we have to point out the risk of an idealized approach to people's participation, which can determine an underestimation of the problems linked with a participatory approach or a misleading representation of social dynamics within a community (and, again, with an underestimation of conflicts and differences which can characterize the life in apparently homogeneous groups).

The need then raises for a better insight of the relationships between the principles of a participatory approach and their actual translation into action without negative effects in terms of an increase of costs or the raise of unexpected conflicts.

## 2.2. People's participation in the texts examined

The growing significance of citizens' participation is shown by the analysis of the texts included in group B. The following table offers a comparison between the presence and the prevalence of this issue in the two groups of texts.

**Incidence and prevalence of topics in the studies examined - Comparison between group A and group B (the total does not add up to 100% because several subjects may have been dealt with together in a given study)**

	Studies in which the topic is present		Studies in which the topic is prevalent	
	Group B	Group A	Group B	Group A
- Citizens' participation	48.1	53.7	29.3	31.5
- Legal status	22.5	27.5	5.2	4.0
- Appropriate technologies	60.9	42.7	20.3	20.2
- Cost recovery	57.8	48.5	21.0	21.2

Citizens' participation is the topic which is mainly dealt with, as the prevalent topic, both in group A and in group B (almost one text out of three deals with it as a major issue).

As shown by the following table, in group B citizens' participation seems to be strongly associated with, on the one side, cost recovery and, on the other side, appropriate technologies.

**Incidence of citizens' participation in association with other subjects**

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	Group B	Group A
- participation and cost recovery	78.1	54.6
- participation and appropriate technologies	79.6	43.3
- participation and legal status	29.6	27.8

---

This broad discussion on this subject is to bring back to the increasing tendency of the international development organizations as well as of the experts in different fields (such as engineers or public servants) in recognizing people's participation as a necessary element also in order to achieve economic and technical purposes (e.g. cost recovery, development of water pipeline network, management of water plants).

Some differences between the two groups can be noticed for what concerns the incidence of the theme with respect the type of organizations. In group A, 100% of the networks of research centres and/or NGOs, 80.6% of NGOs, 77.7% of urban research centres, 75% of environmental research centres, 70.0% of local governments and 65.0% of the international organizations have dealt with this subject. In group B, the percents are sharply different, also because of the lack of some types of organizations (local governments, environmental research centres, NGOs). Therefore, in group B, the following data have been recorded: 60% of urban research centres; 50% of the networks of research centres and/or NGOs; 28.7% of the international organizations; 28.5% of the bilateral cooperation agencies; 14.2% of the WSS utilities; 14.2% of the national governments.

The major issues discussed in the texts are the same singled out in the WG/U Report on the bases of the analysis on the group A:

- the concept of participation;
- methods to improve participation;
- the recognition of local community leadership;
- gender issues;
- the role and significance of urban social movements.

In group B, many texts aim at clarifying the actual benefits deriving from participation, such as:

- a higher degree of cost recovery (citizens will to pay for water supply above all when they can influence strategies and policies in WSS service planning and deliverance);
- the reduction of operation and maintenance costs (citizens' involvement in O&M allows a reduction of personnel of WSS utilities);
- the choice of more effective technologies (citizens' involvement allows a correct identification of level of services and a selection of the technologies to apply according to the real demand of services);
- the fostering of and "enabling environment" for an institutional integration among WSS utilities, local authorities, private firms and cooperation agencies (citizens and their organizations can usefully play a role of co-ordination among different actors that often meet many hinders in setting up joint actions).

### *2.3. Resources and constraints*

The texts examined offer many examples of factors hindering an actual participation of citizens.

In group A, some factors were already stressed. It is worthy to mention here:

- cost and complexity of citizens' participation;
- poor civic sense and hygiene education of many settlers;
- limited capacity of grassroots organizations to mobilize communities;
- limitations of the traditional fora for participation;
- negative influence of stereotypes (e.g. regarding women).

Other constraints emerging from the analysis of the texts included in group B are:

- the limited involvement, in the domain of WSS services, of public servants mainly operating at the grass-roots level (such as teachers or health agents);
- lack of information given to people on the problems to face and on the technological options available;
- lack of information usable by the local authorities on citizens' attitudes and opinions regarding the management of WSS services;
- the limited capacity of citizens' organizations in representing the community in the interaction with the other actors (local authorities, development agencies, WSS utilities, etc.);
- the limited capacity of local authorities and development agencies in identifying their targets, also because of the lack of social and economic information.

As far as the options and resources are concerned, the texts examined confirm many of the trends stressed in the WG/U Report:

- mobilization and organizational capacities of citizens' organizations;
- effectiveness of NGOs in mobilizing economic resources;



- effectiveness of citizens' organizations in planning, implementing and managing WSS services.

Nevertheless, new aspects can be singled out in the light of the new texts:

- the potential role of non conventional credit forms (revolving funds, *tontines*, etc.) in fostering citizens' participation in the WSS sector;

- new effective strategies for communication through which WSS utilities can inform the users about the activities carried out, the problems to deal with and the possible future scenarios;

- the progressive shift of decision responsibility toward the lower levels and therefore closer to people;

- new strategies aimed at increasing the people's feeling of "ownership" with respect WSS services;

- the use of already existing social networks by re-orienting them toward WSS issues.

Special attention is devoted, in the texts, to two aspects strongly related to citizens' participation: the Community Management strategy and the role of women in WSS services.

#### *2.4. Community Management*

Many texts included in group B tend to view as inadequate and limiting the same concept of "people's participation", preferring the concept of "Community management" which implies the recognition of a more significant role to citizens in WSS services.

The New Delhi Statement synthesizes these positions: "Community management goes beyond simple participation. It aims to empower and equip communities and control their own systems. Community management is a key to sustaining services for the rural poor and is a viable option for poor urban settlement. (...) Communities should

have prominent roles in planning, resources mobilization and all subsequent aspects of development. (...) Linkages must be established to ensure that national plans and programmes are responsive to community needs and desires".

A similar point of view is expressed by D.B. Warner and L. Laugeri: "Twenty years ago the term 'community development' was used to describe the generation of local contributions. By the start of the International Drinking Water Supply and Sanitation Decade, however, emphasis had shifted to the concept of 'community participation', which stressed local involvement. Current terminology now refers to 'community management' as a process in which there is local acceptance of responsibility for and control of water and sanitation services".

The position expressed by UNCHS and World Bank in the paper presented at the OECD-DAC meeting on Aid for Urban Development (November 1992) (UNCHS-WB, 1992) shows some similarities with the Community management approach, above all when it remarks that "in order to ensure institutional efficiency, individual citizens, community groups and NGOs must be an integral part of a participatory framework for urban development. To involve community groups and NGOs effectively means not just sharing responsibility but sharing power over land-use decisions, budget allocations and service delivery priorities".

As we can remark, this approach is mainly focused on the problem of the citizens' responsibility in WSS sector. It tends to capsize the traditional scheme of relationships between people, providers of WSS services and governments, by assigning to citizens direct responsibilities in WSS service planning, monitoring and implementation, whereas WSS utilities and government bodies are viewed as providers of external technical support and as facilitators.

## 2.5. *Women's role*

The literature on the women's role in WSS sector is rapidly increasing. Many texts in group B deal with this topic.

Many of them are oriented to stress the role already played by women in managing water both at the household and at the community level. For example, the Siri Melchior-Tellier's essay *Women, Water and Sanitation* states: "With few exceptions, it is women, and to an extent the children under their supervision, who are responsible for household water. They find water sources, collect, transport and store water, and manage its use within the household. Women spend as much as six hours a day collecting water, using a third of their caloric intake in the process. (...). Women generally play an important part, particularly in those effort directed not only at individuals but household and environmental hygiene. They clean the house, sweep the yard, dispose of their children's faeces, etc.. (...)".

The women's role is the matter of one of the principles included in the Dublin Statement (ICWE, 1992): "Les arrangements institutionnels relatifs à la mise en valeur et à la gestion des ressources en eau tiennent rarement compte du rôle primordial des femmes comme utilisatrices d'eau et gardiennes du milieu vivant. L'adoption et l'application de ce principe exigent que l'on s'intéresse aux besoins particuliers des femmes et qu'on leur donne les moyens et le pouvoir de participer, à tous les niveaux, aux programmes conduits dans le domaine de l'eau, y compris la prise de décisions et la mise en œuvre, selon les modalités qu'elles définiront elles-mêmes".

According to M. Wegelin-Schuringa, the lack of women involvement is one of the major constraints for a community-based water supply and sanitation, since "the women are usually the ones who have the responsibility for water and sanitation at household level" (Wegelin-Schuringa, 1992).

A similar position is also expressed by the UNDP/World Bank/UNCHS document *Environmental strategies for cities* ("Particular attention should be directed at the education of women because of their prominent role in household decision making related to waste-related practices") and the SIDA's document on *Swedish support to Water Supply and Environmental Sanitation* ("Traditionally women play a key role in water collection and usage at household level. This has implications for a general levels of

health/hygiene and environmental sanitation. Special efforts to involve women fully in all aspects of the programmes will be a major future development").

Notwithstanding this emphasis on women's role in water supply and sanitation, the shortage of proposals for supporting women is to be noticed. In most of the documents the concrete procedures able to increase women's participation are not adequately analyzed.

Only in the proceedings of the Global Forum there is a list of recommendations to strengthen gender planning in water and sanitation, such as "to observe the reality for gender differences; to disaggregate data in terms of gender; to identify and give importance to women's needs in relation to water and sanitation; to identify current constraints for women; to consult women in the design of projects; to incorporate women in all decision-making processes; to give women technological information and training".

#### *2.6. Success stories*

Creating a good and appropriate organization system is one of the pivotal points in community-based projects.

An example is provided by the Baldia Soakpit Pilot Project, carried out from 1979 to 1986 under management of UNICEF. The project started with the objective to introduce improved on-site sanitation in Baldia, a low-income area in Karachi, Pakistan.

An experimental phase of a year was necessary to adapt the latrine design to local conditions and a strategy for community involvement was established. Baldia was divided into relatively homogeneous wards where people from the same ethnic background lived together who usually had well established community organizations. In the strategy, the pilot ward served as a demonstration area and its sanitation committee as motivators. Wards for project implementation were selected on the basis of socio-economic and environmental conditions. The existing organizations were asked to establish a sanitation committee if they were interested in the project.

This sanitation committee was responsible for the planning and organization of the work in their ward. Four categories of assistance to households were distinguished, varying from full subsidy (for the poorest household) to technical assistance only (for those able to pay). In all, six types of latrines were constructed during the project and the cost was reduced from Rs 2,000 per unit to Rs 800. At the end of the project, a total of 1,146 latrines were constructed with subsidy and 3,721 latrines with only technical assistance, while for each dollar spent in latrine construction by the project, the community spent almost three dollars (Wegelin-Schuringa, 1992).

### *2.7. Lessons learned*

A careful examination of the local socio-economic and cultural conditions is needed in order to set up successful participatory approaches. Two examples can be provided:

- in the Kanpur/Mirzapur environmental and sanitary engineering project, to ensure community involvement in planning, execution and operation and maintenance of community level facilities and to promote hygienic use of water and sanitation facilities, an indirect approach was used, through the involvement of intermediate change agents at community level such as traditional birth attendants, private medical practitioners, primary school teachers, community volunteers and handpump user representatives;
- in the Slum Improvement Programme, carried out by UNICEF in Dhaka (Bangla Desh), special attention was devoted to break the isolation of women observing purdah - the tradition which tend to keep women secluded inside their homes - without producing uncontrolled effects on local culture.

### 3. Cost recovery

#### 3.1. *The theme*

The principle according to which water is to be considered as an economic good, rather than a public free good, seems to be increasingly shared, both by national governments and by international and bilateral cooperation agencies.

This shift is based, on the one side, on the recognition of the limited availability of water and, on the other, on the growing awareness that water can be no longer viewed as a natural good, but as the product of an industrial process implying the use of complex technologies.

This principle is strongly stated by two of the most significant strategic documents included in group B, i.e. the Dublin Statement ("L'eau, utilisée à de multiples fins, a une valeur économique et devrait donc être reconnue comme bien économique. La valeur économique de l'eau a été longtemps méconnue, ce qui a conduit à gaspiller la ressource et la gérer en conséquence") and the New Delhi Statement ("There must be widespread promotion of the fact that safe water is not a free good").

One of the main consequences linked with the enforcement of this principle is the increased strategic weight given to the participation of users in cost recovery policies, also in order to minimize, if not eliminate, the resort to public subsidizations.

The main point is therefore how this principle can be put into practice in peri-urban poor areas, without determining inequalities or a rapid decreasing of life quality.

#### 3.2. *Cost recovery in the texts examined*

As shown in the following table, the presence of this topic in group B is higher with respect that recorded in group A, even if the prevalence is the same in the two groups.

**Incidence and prevalence of topics in the studies examined - Comparison between group A and group B (the total does not add up to 100% because several subjects may have been dealt with together in a given study)**

	Studies in which the topic is present		Studies in which the topic is prevalent	
	Group B	Group A	Group B	Group A
- Cost recovery	57.8	48.5	21.0	21.2
- Legal status	22.5	27.5	5.2	4.0
- Citizens' participation	48.1	53.7	29.3	31.5
- Appropriate technologies	60.9	42.7	20.3	20.2

This fact can be traced back to the critical analysis developed in the last years of the traditional approaches to WSS, emphasizing the role of technological infrastructure and technical innovation and scarcely committed in optimizing local technical and human resources.

The present trend to reduce costs and wastes and to avoid any direct involvement of the State in the provision of services put in the foreground the problem of the economic self-sustainability of WSS services.

As already stated, this theme is viewed in close interaction with other aspects, i.e. citizens' participation and appropriate technologies. It is not by chance that 60% of the texts dealing with cost recovery, analyze it in association with the theme of technologies and 62% with the theme of citizens' participation.

The following table shows the incidence of the issue by type of organization, both in group A and in group B.

**Incidence of the Cost Recovery issue by type of organization (%)**

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	<b>Group B</b>	<b>Group A</b>
- Networks of research centres and/or NGOs	50.0	76.9
- WSS utilities	100.0	73.3
- International Organizations	33.3	59.6
- Eng/Tech. departments	100.0	50.0
- National Governments	31.2	50.0
- Documentation Centres	81.2	40.0
- Bilateral Cooperation Agencies	14.2	38.6

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In group B, the major issues discussed in the texts are:

- the relationships between cost recovery and ability/willingness to pay (already mentioned in the WG/U Report);
- the problem of economic autonomy for WSS utilities;
- the criteria for assessing operating costs, tariff and billing systems (already mentioned in the WG/U Report).

*3.3. Resources and constraints*

In the texts included in group A, 8 main constraints were mentioned:

- inadequate levels of investment by international development organizations in the urban sector;
- scarce availability of credit to peri-urban sector;
- difficulty in paying back loans on the part of settlers;
- limited ability to pay for WSS services;



- unwillingness to pay for sanitation services;
- rise in land and housing prices in areas with WSS services;
- inadequate tariff systems;
- limited cost consciousness and autonomy to set tariffs on the part of WSS service agencies.

Only the last three of them are emphasized also in group B.

Very controversial is the question of ability/willingness to pay for WSS services.

Some authors - also on the basis of empirical research projects - argue that the ability/willingness to pay in peri-urban areas is higher than one can expect. Other texts stress the inadequacy of present methodologies used for assessing people's ability/willingness to pay. Generally speaking, the texts noticing a scarce ability/willingness to pay are very few in group B.

Other constraints mentioned in group B are:

- lack of methodologies for monitoring WSS utilities performance;
- lack of social and economic criteria for optimizing public subsidizations (some authors stress that, in many countries, high income households, which are able to pay for water, are subsidized by the State);
- the use of standards of water quality determining, when applied, a strong increase of costs (according to a World Bank study, this increase is equal to 35% in the case of little water networks and to 25% in the case of big water schemes).

There are not remarkable differences between the group A and group B regarding to resources and options. The most mentioned in group B are:

- improvement in the quality of services as a factor in increasing users' willingness to pay;
- involvement of the community in service maintenance;
- re-cycling and re-use of waste water;
- citizens' willingness to pay for water.

Other options and resources identified in the texts included in group B are:

- improvement in the knowledge of water use and management at the household and enterprise levels;
- use of local technologies;
- knowledge of the local demand of WSS services, in order to a better identification of the level of service to provide;
- support to non conventional forms of credit.

### *3.4. Strategies for Cost Recovery*

Two main - and often overlapped - strategies for cost recovery emerge in group B.

On the one side, there is the strategy based on market-oriented policies, already applied in many advanced countries. C. Rietveld and J. Berna suggest some "conventional" requirements in order to set up a cost recovery policy, such as: to minimize costs by improving efficiency; to price correctly water service (overcoming "the great myth prevailing in developing countries that most people cannot afford to pay water"), by adopting a progressive water tariff with a low social block tariff; to adopt a more performance and result-oriented style of management; to move toward an enlargement of water manager responsibility; to move toward an enhancement of the profitability of the utility in order to attract external investors.

According to C. Bartone, these measures could allow a more rational use of the available resources, which seems often difficult to achieve in many developing countries: "One of the causes of urban environmental problem is the underpricing of urban services resulting in their inefficient allocation and inequitable distribution as manifested by: i) urban poor without services although willing and able to pay; ii) subsidized services for rich; iii) pervasive misallocation between capital and recurrent expenditures; iv) inability to finance services locally, leading to greater dependence on fiscal transfers from central government".

The second strategy is based on a strong linkage between cost recovery and citizens' responsibility in WSS services. For example, according to M.G. McGarry, a new pricing and cost-recovery policy can be viewed only in the context of community management strategy in order to mobilize users' resources: "Mobilizing funds from users themselves as opposed to providing them from a central government source is seen to encourage a much more effective and sustainable utilization of resources. For example, because revenues are dependent on user payment, user cost recovery can ensure greater responsiveness to user preferences. There will, therefore, be a greater chance that investments will be more closely oriented to consumer demand. (...) This in turn will increase the likelihood of long term financial sustainability".

### 3.5. *Success stories*

Some projects in WSS sector are based on the capacity of people to set up self-reliant systems of WSS services.

In 1967, the residents of Martin Coronado, a *barrio* of Buenos Aires, decided to create a cooperative - the "Cooperativa de obras y Servicios Publicos Limitada de Martin Coronado" - to build and manage basic infrastructure. At present, more than 5,000 members are enrolled and the *barrio* is wholly served by water and sanitation networks provided through COMACO. The cooperative has been innovations in sanitation and water network construction, such as prefabricated


chambers, that lead to a saving in time, human resources and cost; concrete covers instead of wrought iron, reducing material costs; the elimination of the connections in the sewage conductors by joining them directly, reducing expense and water leakage, modification in the street faucet taps. The sewage network is composed of more than 60 km of domiciliary collectors. The resources utilized by COMACO originate in the community and are provided by the users through the fees that they pay to be part of the network. Even without a subsidy from the National Treasury, the costs of paying for the service are not onerous for the users (\$8 US for the provision of water and the sanitation network per month - June 1990) (Source: CEUR, *A Self-reliant Cooperative for Water and Sanitation Management: COMACO*, Buenos Aires, 1991)

### 3.6. Lessons learned

One of the main issues in cost-recovery policies is the actual willingness to pay expressed by the users. Many texts provide unexpected information.

In Kumasi (Ghana), local officials conducted a "willingness-to-pay" survey concerning sanitation services among more than 2,000 representative residents. Four findings were most revealing:

- families on average were willing to pay about the same amount for sanitation as they paid for rent, electricity or water;
- the poorest people who used public latrine were spending more for sanitation than those with household systems;
- people were willing to pay approximately the same for a household latrine and for a sewer connection;
- the poor were willing to pay for latrines, but not for sewerage because of low reliability in the past.

 A World Bank study, moreover, shows that poor people in urban areas use 20% to 40% of their income for water supply and sanitation.

## 4. Appropriate technologies

### 4.1. *The theme*

The choice of appropriate technologies is one of the key-points on which the attention of experts is mainly focused.

*Quote* The WG/U Report pointed out that four are the main criteria used in assessing the appropriateness of technologies: low-cost, integration with the physical and natural environment, acceptance by users and simplicity of operation and maintenance.

The discussion on appropriate technologies in WSS sector is of increasing significance, bringing to a critical review of conventional technological approach to WSS service planning and implementation, a deeper analysis of specific conditions of WSS service deliverance in peri-urban areas and a closer assessment of people's attitude and capacity in managing and using technologies.

### 4.2. *Appropriate technologies in the texts examined*

In group B, the topic is more present in comparison with the group A, as shown by the following table.

Incidence and prevalence of topics in the studies examined - Comparison between group A and group B (the total does not add up to 100% because several subjects may have been dealt with together in a given study)

	Studies in which the topic is present		Studies in which the topic is prevalent	
	Group B	Group A	Group B	Group A
- Appropriate technologies	60.9	42.7	20.3	20.2
- Legal status	22.5	27.5	5.2	4.0
- Citizens' participation	48.1	53.7	29.3	31.5
- Cost recovery	57.8	48.5	21.0	21.2

The difference is remarkable (60.9% vs. 42.7%), even if the percentages of texts where the topic is prevalent remain the same.

The strong association between technological issues and economic and political issues, recorded in group A, is confirmed, as can be seen from the following table.

Studies that integrate technological know-how and information with other areas of specialized knowledge

	Group B	Group A
- Technological & Economic	64.2	67.7
- Technological & Political	57.1	60.0
- Technological & Legal	16.6	28.9
- Technological & Urban Planning	8.9	20.0

The interaction between technological knowledge, political knowledge and economic knowledge remain particularly strong also

in the texts included in group B, whereas weaker is the relationship between technological knowledge and urban planning.

Taking into consideration the interaction between the strategic elements, we find in group B an even higher percentage of texts dealing with technological aspects in association with other issues, i.e. people's participation (+10.9%), cost recovery (+8.1%) and legal issues (+6.0%).

The association between technological and non-technological issues in the archive documents suggests that technologies are more and more dealt with in an integrated view which, only some years ago, seemed to be less shared by the experts in the WSS sector.

The incidence of this topic by type of organization is summarized in the following table.

Incidence of the Appropriate Technologies issue by type of organization (%)

	Group B	Group A
- WSS utilities	100.0	73.3
- Local governments	0.0	50.0
- Urb/Arch. univ. depts./research centres	87.5	45.9
- International organizations	30.5	59.6
- Eng/tech. departments	100.0	39.3
- Networks of research centres and/or NGOs	50.0	38.5
- Bilateral cooperation agencies	28.5	25.0

The main themes mentioned in the texts of the group B are the same recorded in the WG/U Report:

- water distribution systems;
- water treatment, re-cycling and re-use of waste water, and rain-water harvesting;

- control and monitoring of leaks in water networks;
- low-cost options for building latrines and public toilets;
- selective collection and disposal of solid waste;
- evaluations on the quality of materials and execution of public works.

#### 4.3. Resources and constraints

Some of the constraints identified in group A were focused on the scarce adequacy of conventional approach to WSS services. Actually, the WG/U Report mentioned:

- high cost of conventional technologies;
- cost and complexity of maintenance of infrastructure;
- prevalence of a technical and engineering culture based on industrialized country standard.

On the basis of the analysis of the new texts, some other points can be added:

- the limited ability of community in O&M and WSS services management;
- the scarce availability of spare parts.

Four options and resources were mentioned in the WG/U Report:

- low-cost technologies;
- testing and dissemination in cities of innovation and alternative technology options developed in the rural context;



- management and maintenance of infrastructure by citizens' organizations;
- effectiveness of low cost technologies or technologies based on local resources and materials.

Again, new points can be now added coming out of the texts of the group B:



- linking the technological choice with a deep knowledge of the level of services locally required;
- acting according to an up-grading approach, rather than to a substitutive approach to technology;
- fostering the setting up of integrated technological packages, dealing with the overall problems related to WSS services in the area.

#### 4.4. *The up-grading approach*

One of the main points of discussion is the use of an up-grading approach in selecting WSS technologies.

The basic concept is that of starting up from the existing situation and working on it, as explained in the WASH Technical Report on peri-urban sanitation: "The current planning paradigm for former urbanization, which begins with the installation of basic urban services, does not coincide with the actual peri-urbanization process, which begins with the informal and/or illegal settlement by poor urban families on land that has not been urbanized. (...) Therefore, authorities must recognize that providing sanitation services to existing densely populated peri-urban settlements must follow a different paradigm than that of traditional urbanization".

In this regard, a methodology has been set up by ODA in the field of urban infrastructure, taking into account the existing situation at community level, also in terms of skills, local knowledge and social organization.

The approach "stresses the need in the first instance of providing 'community level technology', but on the condition that the infrastructure thereby provided can, as the income conditions of the community improve, be upgraded. Initially, basic needs infrastructure could be planned, with promotion and probably capital funding by the responsible government or donor agency. With upgrading, intermediate infrastructure might be developed which would be capable of being promoted, funded and maintained by households and community charges with loans from government agencies. Ultimately, it is anticipated that the system would be improved to conventional standards, being promoted, funded and maintained by local taxation through the municipality. (...) The model is directed at 'demystifying' the technology of infrastructure, taking it out of the hands of the all-knowing engineers and giving, or selling, it to the end-users".

#### *4.5. Success stories*

An up-grading approach was adopted in a UNICEF-Bangla Desh Department of Public Health Engineering (DPHE), aimed at providing sanitary latrines for poor people. The sanitation strategies applied by DPHE and UNICEF are: the promotion of sanitation as a people's programme through social mobilization; grand alliances with major partners; promotion of a technology acceptable to and affordable by the masses. The latrine technology (consisting of the concrete ring and slab waterseal latrines which DPHE-UNICEF has been promoting for many years) has now been expanded to include the "do-it-yourself" (homemade) latrines which are within the capability of most families. Of the 310,000 latrines constructed in the period July 1990 to June 1991, about 40 percent are of the homemade type constructed of bamboos or tree branches from the families' backyards. Against this poverty backdrop, the homemade latrine is, for many families, the first step to the more durable concrete latrine. The condition attached to programmes stipulates that ten families should each construct and use latrines to become eligible for a tubewell (UNICEF, 1992).

## 5. Institutional reform and capacity building

### 5.1. *The theme*

Adopting new strategies in the WSS sector aimed at choosing appropriate technologies, increasing people's participation and improving the levels of cost recovery necessarily entails a deep consideration of the issues related to institutional reform and capacity building.

It is not by chance that, in the WG/U Report, the weakness and scarce effectiveness of WSS utilities were mentioned as one of the main causes of the limited success of WSS projects (as stressed by many documents such as the Delft Declaration).

The texts examined dealt with these issues under multiple points of view, such as the organizational efficiency of WSS utilities, the professional behaviours of personnel, the relationships between private and public entities involved in providing WSS services, the relationships between WSS utilities and the diffusion of market-oriented culture among the managers.

One of the major issue, however, is that the requirements of an integrated approach allowing a global approach to WSS issues which could be applied within different cultural and social contexts.

### 5.2. *Capacity building in the texts examined*

This topic is dealt with in about 40% of the texts included in group B, most frequently in connection with the theme of cost-recovery (50%), people's participation (48.3%) and appropriate technologies (44.4%). In group A the percents recorded were respectively 59.8%, 57.8% and 50%.

The main themes discussed in the texts remain the same mentioned in the WG/U group, and namely:

- urban governance and national and local policies on peri-urban settlements;
- the management of WSS utilities;
- the action of external support agencies.

### *5.3. Resources and constraints*

The WG/U Report pointed out the existence of a plurality of factors hindering effective institutional reforms.

Many of them referred to spread organizational problems within WSS utilities (lack of management, scarce co-ordination among local and national entities, poor quality of management in municipal authorities), whereas other referred to human resource (low wages, limited career opportunities for civil servants and utility staff, corruption and dishonesty of some public officials, etc.).

A third area of problems concerned the strategy usually adopted in the WSS sector (an exclusive technical approach to WSS service management, over-ambitious goals of development projects promoted by external support agencies with respect to local capacities, adherence to rigid programming and spending criteria on the part of external support agencies).

The constraints emerged through the analysis of the new texts are partly the same. Special emphasis is given to the theme of the lack of policies aimed at human resource development, as well as the problem of integration among different actors, often due to the strong influence of politicians on WSS utility managers.

In group B, new options and resources can be recorded:

- involving in a capacity building strategy also leaders of citizens' organizations;

- mobilizing on WSS issues also actors non institutionally involved (such as professional associations, university departments, consulting firms, etc.);

- splitting the role of control on WSS services (to be played by public entities) and the role of provision of WSS services (to be played by private entities and citizens' organizations);

- increasing the involvement of personnel by their participation to the economic profits of WSS utilities.

Nevertheless, two topics seem to be particularly discussed: the theme of integration and that of human resource development.

#### 5.4. *Integration*

The need of integration in water policies is stressed in almost all the documents examined. However, this concept is used in some different meanings.

It is obvious that an integrated approach (intersectoral, in providing environmental services or in water management) necessarily entails a coordination among different governmental and private bodies, as pointed out by various documents, such as the Dublin Statement (ICWE, 1992), the New Delhi Statement (New Delhi Statement) and the WASH Technical Report on Peri-Urban Sanitation (USAID-WASH, 1993).

a. In most cases, the term is used for referring to the need for coordination among the various public, private and community entities involved in WSS sector. The Third Principle of the Dublin Statement, for example, states: "La gestion et la mise en valeur des ressources en eau doivent associer usagers, planificateurs et décideurs à tous les échelons". Other texts - such as UNCED document on human settlement development - stress the problem of coordination among external support agencies. The need of institutional coordination is so relevant that some texts (such as the New Delhi Statement or the M.G. McGarry's article *Water Supply and Sanitation in the 1990s*) point out

the need of recognize to government bodies only a role of promotion and coordination, rather than that of provision of WSS services.

b. Other documents use the concept of integration for referring to the need of an intersectoral approach, able to cope with urban problems as a whole. This is the position expressed, for example, by J. Christmas and C. de Rooy, in their essay *The Decade and Beyond: at a Glance*, where the need of a "meaningful linkage of the water and sanitation sector with other sectors, especially health, education, women, communications, and nutrition (via home-gardening)" is stressed. In the proceedings of the Dublin Conference on Water and Environment the exigency of an intesectoral approach is also emphasized in order to avoid the emergence of conflicts among alternative water uses: "la solution du problème épineaux que pose la répartition des ressources en eau entre secteurs concurrents exigera la mise en place de mécanismes économiques, juridiques et institutionnels adéquats".

c. Sometimes, the concept of integration is used for referring to an overall coordination of environmental services. In the UNCED document on human settlement development the need for a coordination in planning, development, maintenance and management of environmental infrastructure (water supply, sanitation, drainage, solid-waste management) is strongly stressed.

d. In other texts, the concept of integration is used in a more limited way, only with reference to water resource management. Many examples may be provided. In their essay on *Capacity Building for Water Resources Management*, F. Hartvelt and D.A. Okun show the need for an integrated approach able to encompass both water supply and sanitation, and agricultural irrigation, linking urban and rural water policies. An integrated view of water management is also implied by the J.M. Kalbermatten and R.N. Middleton's proposals of a Zero-based approach to planning for environmental services, which is hinged upon the L.A. Stevens and J.R. Sheaffer's circular flow model. Some positions are expressed in the Dublin Statement ("Il faut non seulement considérer le cycle de l'eau dans son ensamble - notamment la répartition des précipitations, la préservation des sources d'approvisionnement, les réseaux de distribution d'eau, les systèmes de traitement de eaux usées et les interactions avec le milieu naturel et

l'utilisation de sols") and in the New Delhi Statement ("Integrated water resources management is necessary to combat increasing water scarcity and pollution. This include water conservation and reuse, water harvesting and waste management. An appropriate mix of legislation, pricing policies, and enforcement measures are essential to optimize water conservation and protection").

e. Seldom, the term "integration" refers to the need for an interdisciplinary approach to water resource management. In a WASH Technical Report, the key-role played by an interdisciplinary approach to peri-urban sanitation is strongly stressed: "The conceptualization, design, and construction of peri-urban sanitation systems pose extremely complicated engineering challenges that require skilled, experienced, and innovative engineers working on interdisciplinary teams along with planners, social scientists, environmentalists, lawyers, economists, and others".

#### *5.5. Human resource development*

Most of the authors tend to deepen the concept of human resource development.

M. G. McGarry, for example, stresses that "human resource development goes well beyond training. A central concern is staff motivation. Salaries, for example, are important in staff motivation. (...) There can be non-monetary incentives, however, which go a long way towards retaining committed staff. These include well-designed career structures, in-service training, active advancement policies, an consistent personnel management".

As already stated, moreover, there is a trend for broadening the domain of application of human development strategies in order to include also non governmental agencies and grass-roots organizations.

The UNCED document on management of solid wastes and sewage-related issues, for example, states that: "Human resource development programmes must therefore aim to raise consciousness and educate and inform concerned groups and the public in general".

The same idea is shared by M.G. McGarry, who shows the role of human resource development for implementing community management: "Communities are often fractionalized and lack important organizational, and technical skills. (...) Training is another key element in promoting community management. Training needs to occur at all levels to reorient sector institutions to assume appropriate roles. Central to this training is the community, which needs the skills to manage and coordinate the planning, financing, construction and operation and maintenance".

Moreover, the increasing role recognized to people's participation imply a specific training of WSS utility personnel in order to teach them "how to work with people" and how analyze the social and economic context within which they act.



PART III



CHAPTER FIVE

**A new thematic sector: the urban question**



As stated in chapter 1, 108 out of 194 texts sent to the WG/U Secretariat after the deadline of 31 December 1992 do not deal with specifically WSS issues, but are focused on urban development (we shall refer to this group of documents as "sub-group U").

In order to avoid any possible confusion, the project staff preferred not to analyse them according to the same criteria used for the other 86 documents, since the Information Bank had to change drastically its nature and aims in order to incorporate a new vast set of questions emerging from these documents (strategies, options, constraints), which are not directly linked to WSS sector.

Nevertheless, the same fact that individuals and institutions concerned and acquainted with WG/U activities had sent documents on urban issues represents a challenge for the WSSCC Network on Services for Urban Poor.

Actually, the relations between urban development and WSS sector are not entirely analyzed and many strategies and intervention programmes in water supply and sanitation seem to suffer for the lack of a clear-cut information on these relations.

In this chapter, we cannot deal with these aspects. We shall confine ourselves to a description of the main features of the documents received, providing both bibliographic and substantive information.

### **1. Some bibliographic information**

As far as the bibliographic information is concerned, the following issues have been considered:

- geographic origin;
- literary genre;
- year of publication.

### *1.1. Geographic origin*

The distribution of the 108 documents from the point of view of their geographic origin is the following:

- international organization, 33.3%;
- developing countries, 29.6%;
- OECD and Russia, 36.2%;
- not recorded, 0.9%.

Comparing these percentages with those referring to the documents included in group B, we can see how the percentage of international organizations included in sub-group U is lower (33.3% vs. 43.1%) whereas it is little higher for the other two categories (developing countries: 29.6% vs. 24.4%; OECD and Russia: 36.2% vs. 32.5%).

Among the international organizations, the most involved in urban issues seem to be the following:

- UNICEF, 13 documents;
- UMP, 8;
- UNCHS, 6;
- WORLD BANK, 3;
- UNDP, 2;
- WHO, 2;
- UNHC, 1;
- UNESCO, 1;
- FAO, 1;
- IWRA, 1;
- ADB, 1.

Among the 32 documents with the geographical origin in Developing countries, 15 were published in Asia, 11 in Latin America and 6 in Africa.

Among the 39 documents with the geographical origin in OECD countries and Russia, 32 were published in Europe, 6 in North America and 1 in Japan.

### 1.2. *Literary genre*

It is to stress that the distribution of documents according to literary genre is, in sub-group U, rather different with respect to that of the group B, as shown by the following table.

Literary genre. Comparison between group B and sub-group U.

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	Group B		Sub-group U	
	F.	%	F.	%
- Essays or papers	69	80.3	72	66.8
- Research reports	10	11.7	19	17.5
- Guidelines	3	3.4	8	7.4
- Technical analysis	0	0.0	0	0.0
- Others	4	4.6	9	8.3
Total	86	100.0	108	100.0

---

In the sub-group U the percentage of project documents, research report and guidelines is higher, while that of the essays and papers is lower. This seems to show a higher weight, in sub-group U, of documents with practical aims, i.e. directly oriented to the action, even though the strategic or theoretical documents keep a dominance.

### 1.3. *Year of publication*

The documents included in sub-group U is, on the average, older than those of the group B. 54.6% were published in the period 1991-1994 (vs. 75.5% recorded in group B) and 42% previously 1989.

## 2. Some substantive information

As already stated, at the present stage of the analysis on the sub-group U, one cannot provide a detailed description and interpretation of the main content of the documents examined.

Nevertheless, in order to give an overall view of the issues which are at stake in the framework of the discussion on urban development, it could be useful to list the main categories and themes emerging from the sub-group U. The list is not exhaustive; for each category, only some examples are reported.

### a. Urban policy

- historical, cultural, economic and institutional role of the towns;
- strategies for restricting rural-urban migration;
- development of intermediate towns;
- towns and social exclusion;
- regional planning and urban policy.

### b. Housing policy

- ever-increasing housing stock shortage
- housing price speculation
- residential land shortage
- skewed distribution of housing services
- subsidies (with price ceiling system) producing inequitableness in the distribution of the program benefits;
- credit systems for supporting low-cost housing;
- informative, reliable and cost-effective techniques to measure key-aspects of housing sector performance.

### c. Urban management

- decentralization;
- simplification of urban regulations;



- urban system performance criteria;
- institutional support to municipalities;
- municipality personnel skill up-grading;
- role of the government as facilitator

d. Provision of services

- integration among services;
- service for peri-urban settlements;
- urban service economic and financial autonomy;
- urban service performance indicators.

e. Economic activities

- urban infrastructure and commercial and industrial activities;
- support to urban informal sector;
- multiplication of consumption and employment centres;
- upgrading plans for sustaining micro-businesses.

f. Participation

- Community management of urban services;
- citizens' participation at the process of city construction;
- decentralized planning system incorporating people's participation;
- role of citizens' groups in urban development.

g. Land policy

- urban land reform and pricing;
- home and land ownership;
- systems of land use control;

h. Other major issues

- traffic and public transportation systems
- environment and urban growth
- urban poverty alleviation
- street children
- preservation of historical landmarks.

CHAPTER SIX

Some remarks and recommendations



The analysis carried out in the previous chapters allows us to deepen some of the aspects dealt with in the WG/U Report and to identify some possible future perspectives and recommendations for the activity of the WSSCC Network on Services for Urban Poor.

### 1. Some remarks

With regard to the substantive elements come out of the analysis - in addition to the aspects examined in chapter 4 -, it could be useful to focus the attention on the general trends emerging from the texts analyzed, beyond the specific strategies adopted in the five domains of legal issues, people's participation, cost recovery, appropriate technologies and institutional reform.

1. The first orientation is toward a realistic approach aimed at looking for viable solutions which could take into account the local socio-cultural, technological and economic features. This orientation can be viewed as recognition of the priority of the "facts", the existing processes, the available resources in order to identify satisfactory solutions rather than the priority of the "project", of the "correct" approach in order to apply in the local contexts solutions deriving from the experience of the most advanced countries. Many are the traces of this overall orientation:

- the increasing significance of different forms of up-grading approaches;
- the growing refusal of standards (of quality of water, of quality of WSS services, of WSS utility performance, etc.) which could not be rooted on an analysis of local resources and constraints;
- the increasing role recognized to the research as the major tool for defining reliable views of the problems to face with and of the opportunities which are locally available;

- the adoption of flexible and step-by-step approaches in project design and implementation;

- the recognition of technology as a dependent variable with respect to the local contexts (see, for example, the same concept of "community level technology");

- the recognition of the illegal situations (such as the illegal settlements and the informal sectors) as facts and processes to be dealt with, no longer as contingent and anomalous, but as structural phenomena, sometimes offering unexpected potential for development.

2. This orientation seems to determine a profound shift in the action of the governments, which are increasingly understood as having responsibilities above all in promoting development action and in setting up an enabling environment (in terms of rules and regulations, technical opportunities, access to credit, etc.) for private and community-based actors directly involved in service provision. In this framework, the pivotal role of decentralization policies is strongly emphasized.

3. A similar shift affects the External Support Agencies (international development agencies, international NGOs, national bilateral agencies), which are viewed more and more as facilitators, promoters, technical advisers, organizers, but, above all, as providers of information concerning viable solutions adopted in different contexts. The "lesson learned" approach is typical of this role. Since there are not "ready-made" solutions which could be applied in each local context, External Support Agencies tend to provide options and ideas, i.e. problem-solving handbook-style information, coming out of their international experience, that could be locally adapted. It is to stress, moreover, the increasing role of External Support Agencies in providing worldwide sectoral strategies of action, by organizing international fora, publishing global studies or through a continuous networking action.

4. In this framework, one of the most controversial and complex issue is that of the actual providers of services. As already stated (see chapter 4), there are two main orientations, emphasizing, the first, the role of

private firms and, the second, the role of self-reliant community-based organizations. These two orientations are not necessarily incompatible (some projects were actually been aimed at creating community-based but market-oriented entities), although each of them tends to stress some specific elements or particular solutions (for example, cost recovery via increasing level of effectiveness versus cost recovery via increasing involvement of the community in O&M activities). Many problems, in both cases, remain open and partially unsolved (in the first case, for example, the control on the social costs of privatization - in terms of an equal access to freshwater or employment -; in the second case, the lack of technological know-how in the community or the management of conflicts and social and cultural "differences" within the community).

5. The last, but perhaps the most remarkable, trend seems to be that of the integration. As we stated, the concept of integration is used in a broad set of meanings: institutional integration, integration of environmental services, integrated management of water cycle, intersectoral integration. But the most relevant evidence of this trend is shown by the very features of the texts examined: a very limited number of them deal with WSS issues in a specialized manner, taking into account only one aspect, such as people's participation or institutional reform. Moreover, the high number of texts focused on urban issues (see the previous two chapters) can be understood as the emerging need for embodying WSS issues in broader strategic prospects, i.e. urban development strategies. This trend is not devoid of problems. An integrated approach, for example, needs a continuous action of negotiation among an increasing number of actors; it can determine the raise of new conflicts; it needs higher level of effectiveness and quality of the performance provided by public and private bodies; it requires a higher and more sophisticated control on information and on scientific knowledge. This is to say that the principle of integration has to be embodied in effective actions and adequate strategies in order to avoid the risk of counterproductive and uncontrolled effects.

## 2. Recommendations

What could be, in this framework, the role which an initiative such as the WSSCC Network on Services for the Urban Poor can play?

Undoubtedly, the emerging trends we depicted in the previous paragraphs are convergent in showing the key role played by information.

Development activity seems to be, to a great extent linked to or consisting in collecting, producing, diffusing and exchange information. In the texts examined, a recurrent reference to the importance of information and the effects of its sound and effective use. Information, for example, is viewed as a key factor in people's mobilization, the necessary mean in identifying effective strategies in WSS sector, the main element at the basis of a policy for human resources development, what is at stake of each strategy aimed at coordinating the plurality of actors involved in water resource management, as well as one of the main products that international organization are expected to offer. This could allow us to understand how the cognitive aspects are more and more significant in activating or managing development processes.

Moreover, the comparison between the texts included in group A and those of group B (see chapters 4, and annex 1) as well as the increasing significance of urban issues (see chapters 5) makes evident some meaningful, although little, shifts in the way in which WSS issues are viewed.

This likely means that the WSSCC Network on Services for the Urban Poor could become a place for activating a learning process, i.e. a process clearly oriented to measurable and tangible improvements in terms of production of knowledge and information.

The tools which could feed this process are to be identified, but some of them can be suggested:



- enlarging the number of the Network's members, in order to involve other actors, even when they are not specialized in WSS sector, but acting in an integrated prospect;
- increasing the exchange of information among the Network's members;
- defining a Network's programme, in order to identify intermediate objectives and to link Network's activities with other external events, such as the Istanbul City Summit (June 1996);
- organizing a set of meetings and fora - according with the budget constraints - in order to improve the quality of the interaction among Network's members;
- producing a Network's newsletter which can keep the "communication channels" open and active;
- improving and continuously updating the Information Bank, through contributions of the Network's members;
- monitoring the evolution of strategies and options in the WSS sector, by qualitative analysis of the substantive aspects of the document included in the Information Bank;
- enlarging the spectrum of subjects dealt with by the WSSCC Networks and by the Information Bank, in order to taking into account all the urban processes directly or indirectly affecting water resource management.

In order to develop these actions, a fund-raising activity for providing the Network with a stronger financial support is to promote and design.



ANNEXES



ANNEX I

**The updating of the Information Bank:  
actors and interventions**



Beyond the analysis of the formal (chapter 3) and the substantive (chapter 4) aspects of the Information Bank, three other points deserve a special attention:

- the interventions in the WSS sector mentioned in the texts and the available information concerning them;
- the intentionality emerging from the texts regarding the "orientation" of the projects and programmes with respect to the strategic elements considered in the WG/U Report;
- the actors mentioned in the texts and their strategies.

This points - that will be the subjects of this annex - were taken into consideration in the preparatory work of the WG/U Report. The outcomes, however, were not included in this report presented in the Rabat Meeting, but in a second Report - the WG/U Survey Report, prepared by the CERFE and presented only to the heads of the Water Supply and Sanitation Collaborative Council.

## 1. Interventions

An analysis of the interventions singled out in the texts examined has made it possible to acquire important information not only with regard to the cognitive dimension, but also the operational environment of the actors who, working in the field of Water Supply and Sanitation, produce concrete modifications in the physical and human environment through their work.

In the WG/U Survey Report the concept of "intervention" was elaborated in the following manner.

Every coordinated set of activities presented within a text is considered as an existing and relevant "intervention" for the purposes of this paper if it surpasses at least three of the following four thresholds:

- the indication of a formal name and if possible a reference code;
- the indication of a financing agency and if possible a legal framework with its own budget, with the allocation of specific funding;
- the indication of a geographic locality (state and/or region or municipality);
- performance in a given time frame, which can be identified by the indication given in the text of the overall length and/or commencement date or conclusion date, or at least on the basis of some more general reference to the period of implementation (such as "the early 80s").

In group A, 67 interventions were identified in 51 texts, whereas in group B, the interventions identified have been 55 described in 29 texts. Therefore, on the average, the relationships between number of texts and number of interventions is higher in group B than in group A (an intervention each 2.4 texts versus an intervention each 5.9 texts). This fact could be an indicator of a higher "concreteness" of the texts included in group B, which seem to show a special attitude in using empirical information and in taking into consideration the operative aspects of the strategies put in action.

From the geographical point of view, the countries in which interventions have taken place are 32 in group A and 27 in group B, and namely:

- group A: Bolivia, Brazil, Burundi, Cambodia, Colombia, Egypt, El Salvador, Ethiopia, France, Ghana, Honduras, India, Indonesia, Kenya, Liberia, Mozambique, Nepal, Pakistan, Peru, Senegal, Somalia, Spain, Sudan, Tanzania, United Kingdom, United States, Uruguay, Venezuela, Yemen, Zaire, Zambia and Zimbabwe;
- group B: Argentina, Bolivia, Bangla Desh, Cambodia, Central African Republic, Dominican Republic, Ecuador, El Salvador, Ethiopia, Fiji, Guinee Bissau, Honduras, India, Indonesia, Ivory Coast, Kenya,



Lesotho, Mexico Mozambique, Nicaragua, Nigeria, Pakistan, Panama, Peru, Samoa, Sudan, Tanzania.

The continental distribution is:

- group A: 14 in Africa, 8 in Latin America, 6 in Asia, 3 in Europe and 1 in North America;
- group B: 17 in Africa, 12 in Latin America, 22 in Asia.

As one can see, the texts of the group B are particularly focused on developing countries and, among them, those located in Asia.

Altogether, the distribution is the following:

- 31 in Africa;
- 28 in Asia;
- 20 in Latin America;
- 3 in Europe;
- 1 in North America.

With regard to the number of **beneficiaries**, the following information is available:

- group A: 21 interventions, according to the texts, benefiting less than 100,000 inhabitants, 18 between 100,000 and a million people, and 10 over one million people. It was not possible to acquire any data on the other 18 interventions;
- group B: 13 interventions, according to the texts, benefiting less than 100,000 inhabitants, and 6 between 100,000 and a million people, and 10 over one million people. It was not possible to acquire any data on the other 26 interventions.

As a whole, there are:

- 34 interventions benefiting less than 100,000 inhabitants;
- 24 interventions benefiting between 100,00 and a million people;
- 20 interventions benefiting over one million people;

- no data are available for 44 interventions.

With regard to the spheres of intervention, the analysis was aimed at understanding if the projects were focused on problems relating exclusively to water resource management in urban areas, both on problems relating to WSS and on other issues (health, environment, etc.) or on other issues relating to urban services.

The outcomes are the following:

- group A: 19 projects focusing problems related exclusively to water resource management in urban areas; 23 dealing both with these problems and other issues; 25 dealing with other issues relating to urban services;

- group B: 32 projects focusing problems related exclusively to water resource management in urban areas; 6 dealing both with these problems and other issues; 17 dealing with other issues relating to urban services.

As a whole, 51 interventions are exclusively focused on WSS issues, 29 also on other issues and 42 only on sector different from the WSS one.

Finally, some information on the outcomes of the interventions are often mentioned in the texts examined (see the following table).

#### Outcomes of the interventions

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- Positive outcomes	31	56.4	31	46.2	62	50.8
- Some problems	16	29.1	19	28.4	35	28.7
- Negative outcomes	5	9.1	4	5.9	9	7.4
- No data available	3	5.4	13	19.5	16	13.1

## 2. Authors of the texts: the theme of intentionality

In the "Strategy Outline" - the document which represented the guide-lines for the WG/U activities - four main key strategic elements were stressed: citizens' participation; cost recovery; legal status; appropriate technologies.

In the WG/U Survey Report, these elements were used in order to assess the strategic orientation and the intentionality coming out of the texts examined.

The concept of "intentionality" is used here for referring to the author's tendency to establish their own point of view with regard to the way in which projects or programmes should be implemented or in which the policies regarding the dissemination of WSS and urbanization services should be implemented.

From this point of view, the texts in the archive can be split into two categories:

- those which express no intentionality;
- those which express some intentionality in relation to one or more general objectives.

The following table offers a picture of the main information collected, comparing the data referring to the group A and the group B.

Presence or absence of intentionality in the texts

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- Document with at least one strategic objective	102	77.9	329	82.2	431	81.1
- Document with no strategic objective	29	22.1	71	17.8	100	18.9
Total	131	100.0	400	100.0	531	100.0

About one text out of 5 has no strategic objectives. These texts do not express any specific point of view, but tend to offer only a description of problems or, because of their own nature (brochure, booklets, annual reports, etc.) to provide only general information.

Let us consider now the group of texts (81.1%) expressing intentionality in relation to one or more strategic objectives. The following table offers the distribution of texts dealing with one, two, three or four strategic objectives, both for the group A and the group B.

Presence of strategic objectives in the texts

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- One strategic objective	20	15.3	89	22.2	109	20.5
- Two strategic objectives	30	22.9	146	36.5	176	33.1
- Three strategic objectives	36	27.5	67	16.7	103	19.4
- Four strategic objectives	16	12.2	27	6.8	43	8.1
Total	102	77.9	329	82.2	431	81.1

In group B, there is a higher presence of texts with three or four strategic objectives (39.7% versus 23.5%). This likely means that, in this group, there is a more stressed tendency to view the problems regarding WSS sector in a broader perspective, one in relationships with the others.

Ever in group B, among the texts with one strategic objective, those which are focused on the appropriate technology issues are prevalent (50%). 15% deal with cost recovery, 5% with people's participation and only a text with legal issues. In group A, the percentages are, respectively, 30%, 40%, 23% and 7%.

Among the texts of group B with two objectives, the prevalent combination is cost-recovery and appropriate technologies (46.6%). In group A, this combination was fairly less frequent (only just 19%).

Among the texts with three strategic objectives, the most frequent combination is surely cost recovery/participation/appropriate technologies (77.7%).

The information above seem to make evident a strong convergence between the strategic objectives pursued by the authors and the key elements of the Strategy Outline, since the great majority of texts is oriented toward one of the strategic objective at least.

In group B, moreover, we can note that the number of texts with three or four strategic objectives as well as the number of texts taking an integrated approach to all four key elements are higher (see following table).

Degree of integration between key elements

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- Integrated key elements (complete or partial)	51	38,4	129	32,2	179	33,7
- Non-integrated key elements	80	61,6	271	67,8	352	66,3
Total	131	100,0	400	100,0	531	100,0

Finally, in group B, the number of texts with 2 or 3 strategic objectives adopting and integrated approach is higher again (46.9% versus 28.2%).

It seems possible to argue that this strategic attention on the theme of integration is to be linked with the higher presence, in group B, of texts written under the responsibility of External Support Agencies and, above all, of international development organizations, which are particularly sensitive to an integrated approach.

### 3. Actors

In the WG/U Survey Report, an in-depth analysis of the actors mentioned in the texts was carried out. The expression "actor" is used for all the individuals and entities, or groupings of individuals, which bring influence to bear in the field of concern to the Working Group on Urbanization.

Two different categories of actors are to be distinguished.

The first category comprises those who will henceforth be called **interlocutory actors**, because they discuss amongst themselves, at least theoretically, in the domain of the international debate about WSS services and urbanization. The second category includes those that we might call **agents**, because they play an active part in the intervention programmes to disseminate WSS services and/or to upgrade peri-urban settlements.

The interlocutory actors were identified by reference to:

- the authors of the texts collected in the WG/U archive;
- the entities that commissioned these texts and published them.

The agents, for the purposes of this survey, are entities or groupings of individuals who in any way:

- are cited in the texts which describe projects and programmes;
- have played a role which is clearly identifiable in the financing or implementation of these projects and programmes;
- are indicated by their own proper name (for example, "Urban Community Development Department"), or at least specifying some of the features which make it possible to identify them, such as the locality or the country in which they work or from which they come (e.g. the "Prefecture of Sao Paulo", or "a Dutch NGO"), their

composition (e.g. "a youth association"), or their purposes or objects (e.g. "community associations for kindergartens").

However the "agents" do not include the entities cited in the documents using some generic name (such as "the population", "the people").

### 3.1. Agents and intelocutory actors

The distribution of agents for type is offered in the following table.

Distribution of agents per type

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- National government authorities	20	23.5	25	18.8	45	20.6
- Local government authorities	15	17.6	31	23.3	46	21.2
- External support agencies	31	36.5	20	15.0	51	23.4
- Business company	8	9.4	15	11.3	23	10.5
- Active citizenry	11	13.0	42	31.6	53	24.3
Total	85	100.0	133	100.0	218	100.0

As we can see, there are many differences between the two groups. Actually, in group B, the presence of external support agencies is fairly prevalent, whereas the number of projects involving active citizenry is lower. This fact could be explained with a scarce capacity of External Support Agencies in involving and mobilizing citizens,

notwithstanding their increasing inclination to adopt participatory approaches.

Let us dwell upon the distribution of interlocutory actors for type (see the following table).

**Distribution of the interlocutory actors per type**

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	Group B	Group A
- National government authorities	7.5	2.5
- Local government authorities	0.0	2.5
- External support agencies	52.6	34.0
- Active citizenry	0.0	5.5
- Others	35.4	42.2

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Again, in group B, the presence of External Support Agencies (and above all of International Cooperation Agencies, which, alone, produced 48.1% of the texts examined) is particularly high. Also the lack of Local Government Authorities is to be noticed.

Comparing the information on the agents and on the interlocutory actors, we can note the following:

- in group A:

- national government agencies constitute 18.8% of the agents, but have drafted only 2.5% of the WG/U texts as interlocutory actors;

- local government agencies account for 23.3% of the agents, but are authors of only 2.5% of the texts;



- external support agencies account for 15.0% of the agents, but produce 34% of the texts as interlocutory actors;

- active citizenry groups account for 31.6% of the agents, but they only produced 5.5% of the texts as interlocutory actors;

- in group B:

- national government agencies constitute 23.5% of the agents, but are not present as interlocutory actors;

- local government agencies account for 17.6% of the agents, but are authors of only 7.5% of the texts;

- external support agencies account for 36.4% of the agents, but produce 52% of the texts as interlocutory actors;

- active citizenry groups account for 13.0% of the agents, but are not included among the interlocutory actors.

#### 4. The point of view of the interlocutory actors

Another point taken into account by the analysis was the kind of approach adopted by the various interlocutory actors.

For singling out the actors bearing an advanced approach, the group of texts with all four strategic objectives and adopting an integrated approach have been analyzed.

The texts with these features represent 7.3% in group A and 9.0% in group B. Their distribution for type of interlocutory actors is given in the following table.

**Distribution of texts with four strategic objectives and adopting an integrated approach per type of interlocutory actors**

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- Bilateral cooperation ag.	1	8.3	6	20.6	7	17.0
- Centres of research	5	41.6	2	6.9	7	17.0
- International organizations	3	25.0	3	10.3	6	14.6
- Water utilities	0	0.0	4	13.8	4	9.7
- NGO	0	0.0	3	10.3	3	7.3
- National government	1	0.0	1	3.4	2	4.9
- Non-university economic cen.	0	0.0	2	6.9	2	4.9
- Non-university research centres in architecture	0	0.0	2	6.9	2	4.9
- Non-university research centres in engineering	0	0.0	2	6.9	2	4.9
- Others	2	16.7	4	6.9	6	14.6
<b>Total</b>	<b>12</b>	<b>100.0</b>	<b>29</b>	<b>100.0</b>	<b>41</b>	<b>100.0</b>

In order to identify the group of interlocutory actors bearing a regressive position, the texts with no strategic objective were analyzed.

The texts with these features represent 19.4% in group A and 21.4% in group B. Their distribution for type of interlocutory actors is given in the following table.

**Distribution of texts with no strategic objectives per type of interlocutory actors**

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- International organizations	17	58,6	19	27,1	36	36,3
- Bilateral cooperation ag.	0	0,0	15	21,4	15	15,1
- University research centres in architecture	0	0,0	10	14,3	10	10,1
- Non-university research centres in social sciences	0	0,0	8	11,9	8	8,0
- National government	3	0,0	4	5,7	7	7,0
- Centres of documentation	2	6,9	0	5,7	2	2,0
- Others	2	6,9	14	20,0	16	16,1
Total	24	100,0	70	100,0	94	100,0

In both cases, the stronger presence, in group B, of International organizations and the lack of local authorities tend to influence the entire distribution.

**5. Type of information used**

The last point considered here is the type of information used in the texts. The outcomes are shown in the following table.

**Texts using political, economic, technological, legal and urban planning knowledge and information (the total does not add up to 100%)**

	Group B		Group A		Total	
	F.	%	F.	%	F.	%
- Political	54	40,6	117	29,3	171	30,8
- Economic	45	33,8	99	24,8	144	25,9
- Technological	42	31,5	71	17,8	113	20,3
- Legal	15	11,2	61	15,3	76	13,7
- Urban planning	8	6,0	43	10,8	51	9,2

As one can see, the texts included in group B tend to use political, economic and technological knowledge and information, whereas little attention is devoted to knowledge regarding legal issues and urban planning.

## 6. Some remarks

As we have seen in the previous sections, the comparison between the texts included in group A and those comprise in group B allow us to identify remarkable differences with respect to some relevant variables.

The main noticeable elements can be summarized in the following points.

a. The group B is characterized, with respect to group A, by a strong presence of texts conceived in the framework of International Agencies and Financial Institutions. As stated in chapter 3, almost 1 text out of 2 included in the group was published under the responsibility of an entity of this kind, whereas in group A the percentage of texts which can be ascribed to such entities is absolutely lower (1 text out of 5). Conversely, the influence of government authorities, local authorities, university and non university research centres and NGOs is surely higher in group A in comparison with that recorded in group B.

b. This basic difference could help us in explaining some diverging trends identified in the framework of the survey between the two groups. Some of these trends deserve particular attention, such as:

- the increased presence of texts, in group B, addressing three or four strategic objectives (39.7% vs. 23.5% recorded in group B);

- the increased presence of texts, in group B, characterized by an integrated approach (38.4% vs. 32.2%);

- the growing percentage of texts, even in group B, using political, economic and technological knowledge and information (respectively 40.6% vs. 29.3%; 33.8% vs. 24.8%; 31.5% vs. 17.8%).

This trends could be partially explained taking into account the approach of international agencies and financial institutions in dealing with development issues, which seems to be characterized by a strategic style of thinking and by a strong propensity in viewing problems in a integrated way.

This fact is likely due to the very nature of the international organizations and financial institutions, which can set up their strategies of action on the basis of a worldwide experience and usually are not focused on a narrow scope of processes and problems, as shown by the great deal of documents of international organizations and financial institutions which tends to view WSS sector only as a part of a broader and integrated urban strategy.

c. The influence of international organizations and financial bodies is particularly strong also when we analyze the interventions mentioned in the texts included in group B. As stated in the previous sections, in this group, the percentage of agents (i.e. entities playing an active part in the intervention programmes adequately described in the texts) falling into the category of External Support Agencies is equal to 36.5%, most of which are international agencies, whereas the percentage of agents falling into this category and mentioned in the texts included in group A is just equal to 15%. This means that 1 intervention out of 3 has been financed and/or implemented by international agencies.

d. In this framework, it seems to be particularly meaningful the scarce involvement, in the interventions mentioned in group B, of active citizenry (self-help groups, local NGOs, grass-roots associations, etc.). Actually, taking into account the special attention devoted by international organizations to the issue of people's participation, a higher involvement of these entities might be expected. This trend - i.e. the higher is the involvement of international organization, the lower is the involvement of active citizenry - seems to show the existence of an unsolved operational problem, perhaps already deepened and solved at cognitive level, concerning methodologies and

procedures of people's participation. In other terms, in the case of the international organizations, there could be a gap between their capacity in developing advanced strategies aimed at incorporating citizens' groups into WSS projects and their actual capacity in implementing them.

e. It could be useful to emphasize here that many texts published by or under the responsibility of international organizations tend to stress the existence of conflicts between them and the beneficiaries of their intervention, due to various factors, such as the lack of homogeneity of the community involved, the lack of local associations and groups acting as mediators between people and international agencies or the limited capacity of international agencies in defining their targets, without determining conflicts and inequalities among people. This fact is due above all to the inadequate information on peri-urban settlements and on how citizens organize in these areas to try to satisfy their basic needs, even with little or no outside help.

Notwithstanding these problematic points, it is to stress the role of international organizations in re-framing WSS issues in the broader context of urban development, avoiding the risk to address them in a specialistic and scarcely fruitful perspective, i.e. that viewing WSS issues as merely technological and economic problems.

ANNEX II

**Lists of texts or studies employed for the preparation  
of the "Research Report"**





In this Annex, you will find the texts or studies employed for the preparation of the "Research Report" listed according to the alphabetical order of the authors or of the editors. These texts are referred to in the report as "Group B" (part II) and documents related to urban issues (part III).

The following information is given for each entry, when available:

- author or authors (individuals and/or institutions);
- year of publication;
- title (in the original language);
- city of publication and/or country of publication;
- organization responsible for the document or publishing house;
- Data Base code.

Please note the following.

1. The following list contains the texts that reached the Network Data Base after 1 January 1993 and have been used for the preparation of the Report.
2. The heterogeneity of Network sources, most of which are inputs sent by members (case studies, articles, conference papers, published or grey literature, as well as reports prepared specifically for the Network), entails that one or more of the above items of information may be missing from a given entry.
3. Data Base codes are composed by a letter (W or C), which indicates respectively whether the entry was submitted by a Network member (in which case the letter is W), or was already present in CERFE's archives (in which case the letter is C). The letter is followed in either case by a number which reflects the order of insertion into the Network Data Base.

The progressive order of Data Base codes starts from the last code utilized in the list of texts employed for the preparation of the "WG/U Report".

Interruptions in the progressive order of Data Base codes are due to the elimination of some entries that were deemed, after analysis, irrelevant to the study.

4. Among the 194 documents employed for the preparation of the Report, 86 are focused on issues related to water supply and sanitation and 108 deal with more general urban issues. Some of these 86 documents contained two or more texts which have been evaluated independently: these texts are indicated by a final letter in the Data Base code (e.g. W 356A). The 86 documents concerned with water supply and sanitation therefore total 131 texts. This means that the texts listed here are 108 plus 131, that is, 239. Please note that this "List of Texts" presents the 239 texts without any reference to the topics covered.

5. Authors of texts published by UN or other international organizations are not necessarily staff members of said organizations; moreover, the city of publication is sometimes omitted when the entry was published by one or more UN organizations or well-known international institutions.

## ANNEX II

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ANNEX III

**List of texts or studies employed for the preparation of  
the "WG/U Report"**





In this Annex, you will find the texts or studies employed for the preparation of the "WG/U Report" listed according to the alphabetical order of the authors or of the editors. These texts are referred to in the report as "Group A".

The following information is given for each entry, when available:

- author or authors (individuals and/or institutions);
- year of publication;
- title (in the original language);
- city of publication and/or country of publication;
- organization responsible for the document or publishing house;
- Data Base code.

Please note the following.

1. The following list contains the texts present in the WG/U Data Base as of 31 December 1992; the preparation of the Report was also based on sources that reached us after that date (in which case they are mentioned in each chapter of the "WG/U Report" as part of the list of References), as well as on numerous comments and suggestions from various WG/U members).
2. The heterogeneity of Network sources, most of which are inputs sent by members (case studies, articles, conference papers, published or grey literature, as well as reports prepared specifically for the Network), entails that one or more of the above items of information may be missing from a given entry.
3. Data Base codes are composed by a letter (W or C), which indicates respectively whether the entry was submitted by a Network member (in which case the letter is W), or was already present in CERFE's archives (in which case the letter is C). The letter is followed in either case by a number which reflects the order of insertion into the Network Data Base.

Interruptions in the progressive order of Data Base codes are due to the elimination of some entries that were deemed, after analysis, irrelevant to the study.

4. In the many cases in which several studies were gathered in the same document or source, this is indicated by a finale letter in the Data Base code (e.g., W88A). The 271 documents in the WG/U Data Base correspond thus to the 400 studies or texts employed as "analysis units" in the preparation of the WG/U Report.

5. Authors of texts published by UN or other international organizations are not necessarily staff members of said organizations; moreover, the city of publication is sometimes omitted when the entry was published by one or more UN organizations or well-known international institutions.

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