

# BEYOND THE HARDWARE

Working for Governance, Advocacy and Leadership  
in Water, Sanitation and Hygiene



Empowered lives.  
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WATER  
GOVERNANCE  
FACILITY



GoAL WaSH



## FOREWORD

# Our Work at a Glance

UNDP has just completed the first phase of the GoAL WaSH programme. GoAL WaSH was created in 2008, with the aim of accelerating the work to reach the water and sanitation targets of the Millennium Development Goals. UNDP aimed to do this through strengthening water governance in nations with serious political, structural and social challenges. Although governance may seem like a somewhat nebulous issue to work with – as it is hard to see, touch and count – it forms the critical enabling environment for service provision. Evaluations of the programme point to its high relevance and effective use of to date modest funds.

We are seeing a strong commitment from the countries that are active in the programme, and the emergence of a global GoAL WaSH community. This document offers a glimpse of the work done so far, and looks forward to a new phase of the GoAL WaSH programme.

ALEJANDRO JIMÉNEZ, GoAL WaSH Programme Manager



Photos: Cover and this page: Salman Saeed, UNDP, back cover: Cherie Hart, UNDP  
Graphic Designer: Elin Ingblom, SIWI  
Writer and Editor: Victoria Engstrand-Neacsu, SIWI

## ACRONYMS

**GoAL WaSH** Governance, Advocacy and Leadership in Water, Sanitation and Hygiene, a UNDP programme coordinated through WGF

**Sida** Swedish International Development Cooperation Agency  
**SIWI** Stockholm International Water Institute

**UNDP** United Nations Development Programme  
**WGF** UNDP Water Governance Facility at SIWI

## Introduction

### PREPARING THE GROUND FOR SUSTAINABLE WATER MANAGEMENT

The water target of the Millennium Development Goals was met in 2010\*, five years ahead of the 2015 deadline. The sanitation target, however, still lags far behind. But meeting the global WaSH challenge requires more than drilling wells and building latrines. Addressing governance in this sector is equally important. But, how do you reform legal and regulatory structures in some of the world's neediest states? How do you create and introduce tariff systems in places where people cannot afford, or want, to pay for water? How do you bridge the gap between people and institutions and unite them in a belief that water and sanitation is a common good that needs to be sustainably managed? The GoAL WaSH programme was set up to do nothing less than this. Through strategically targeted interventions, governance of the water and sanitation sectors would be strengthened.

GoAL WaSH is part of the UNDP Water and Ocean Governance Programme and is coordinated by the UNDP Water Governance Facility at SIWI. It targets countries with low water and sanitation coverage with a special attention to fragile and post conflict states. In order to adapt to varying country contexts, projects need to be highly flexible. Most selected countries have been off-track to reach the Millennium Development Goals and lack sufficient support from other donors. Here, GoAL WaSH steps in with a result-oriented approach. But most important, inclusion in the GoAL WaSH programme is determined by government commitment to the work, as the process needs to be fully owned and demand-driven.

GoAL WaSH supports work in three sequential areas; 1) identifying the gaps, needs, constraints and opportunities in national water and sanitation plans, strategies and capacities, 2) supporting development and reform of action plans, policies, laws, coordinating mechanisms and regulatory functions and 3) supporting the implementation with accountability and transparency.

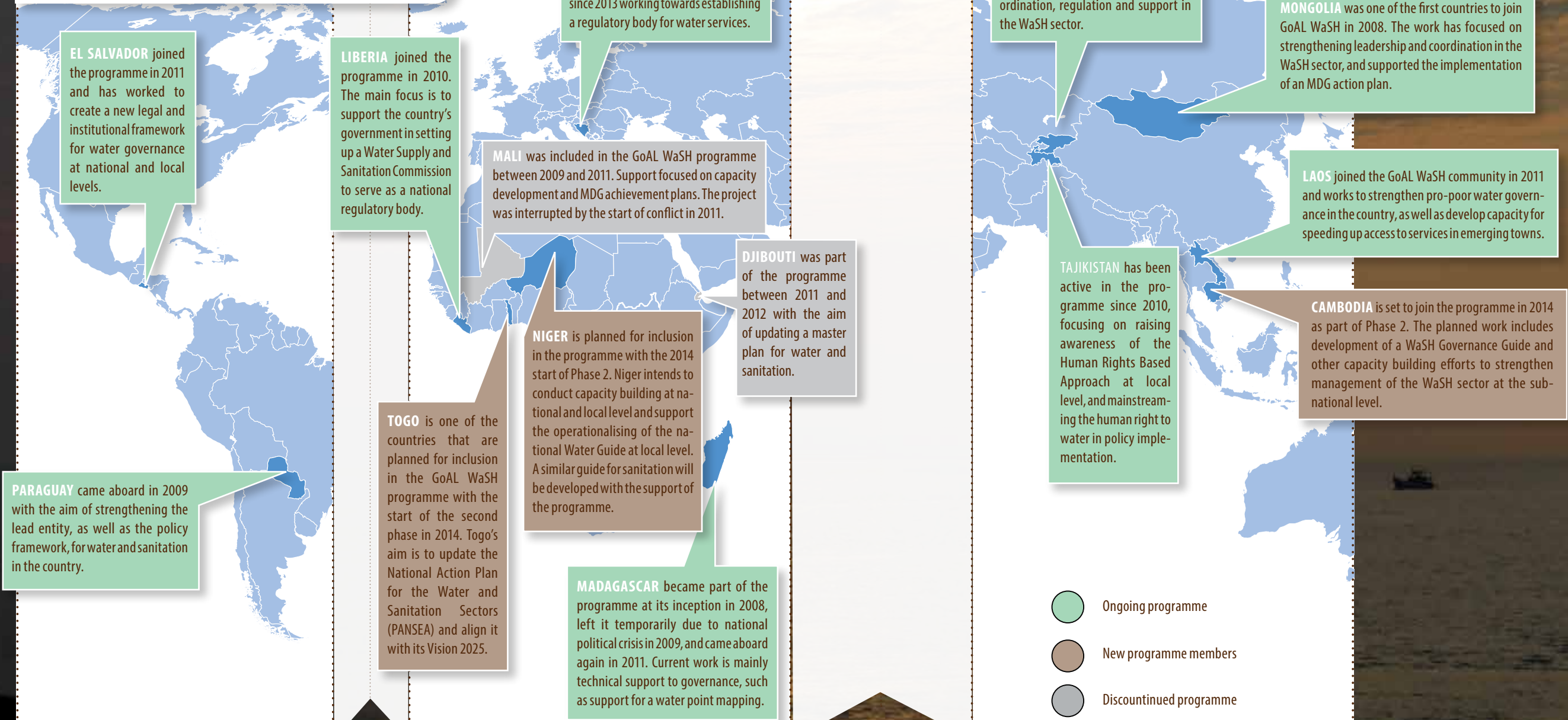
With the close of 2013, the GoAL WaSH programme reached the end of its first phase. Assessments and evaluations of the programme have pointed to its high relevance and effective support to countries with severe challenges in the water and sanitation sector. The need for GoAL WaSH assistance is deemed very high and the next phase is set to include additional countries, among them Cambodia, Niger and Togo.

Find out more at [www.watergovernance.org/goalwash](http://www.watergovernance.org/goalwash)

\* Measured by the proxy indicator: improved water supply.



# The GoAL WaSH World



- Ongoing programme
- New programme members
- Discontinued programme



STOCKHOLM WORKSHOP

## A First for the GoAL WaSH Community



VÄRMDÖ, STOCKHOLM  
Photo: Peter Tvärberg, SIWI

On a chilly November day, representatives of eleven GoAL WaSH country programmes met on an island east of Swedish capital Stockholm. They were in for an intense week of discussions, learning and planning. The workshop's aim was to share experiences and lessons learnt during the first phase of the programme, sharpen its strategic direction and lay out the plans for the next few years. To ensure success of this relatively small programme, informed, focused and inclusive discussions are essential.

As the most recent evaluation of the programme points out, GoAL WaSH has been successful to "define working plans that are appropriate to the situation in which they are implemented; at the same time, the flexibility of the programme,

responding to specific country needs and demands, is a key in ensuring the efficiency and effectiveness of GoAL WaSH, with the relatively modest resources available for each country strategically deployed to where they can have the greatest impact given local conditions."

During one session of the workshop on common trends and challenges, participants focused on how the programme can become as successful in implementing reform, as it has been preparing for it. Suggestions were many and thoughtful and included building tariff systems, supporting decentralisation, involving consumer groups and raising awareness, mobilising resources and promoting private sector involvement. Advice was exchanged in an open-minded manner

and discussions, on overarching strategy as well as country-specific aspects of water pricing, were direct and focused on ways to maximise the effect of GoAL WaSH support.

Throughout the week, comments reinforced the sense of a burgeoning GoAL WaSH community, dedicated and with eyes set firmly on the future.

"We can see that face-to-face time is extremely valuable for the development of GoAL WaSH. With this programme, we move in uncharted terrain, and sharing experiences and advice in an informal environment is central to continued success," says Dr. Alejandro Jiménez who manages the GoAL WaSH programme at the UNDP Water Governance Facility.

*"GoAL WaSH is small, but beautiful"*

BUAHOM SENGKHAMYONG, LAO PDR

*"Through GoAL WaSH we are trying to change the mindset of people, bridging the gap between the people and the institutions"*

DANIAR IBRAGIMOV, KYRGYZSTAN

*"I have learnt a lot from my colleagues during the workshop. I got a clear direction on how to progress with GoAL WaSH"*

AVI SARKAR, LAO PDR

*The workshop on the island of Värmdö outside Stockholm, on November 25-29, 2013, was the first global meeting of the GoAL WaSH programme since its inception in 2008. Eleven out of twelve countries were represented, as well as the three of the countries invited to join in the next phase.*

*"I feel strong and confident to be part of such an experienced team, I've learnt how to achieve great impact with small funds"*

SHUKHRAT IGAMBERDYEV, TAJIKISTAN



## GoAL WaSH Voices

### LAOS: The Forgotten Middle



Mr. Avi Sarkar



Mr. Buahom Sengkhamyong

**In Lao PDR, GoAL WaSH has put emerging towns on the water sector map, supporting not only the development of policies, but appropriate technical designs, reducing the standard costs to one fourth of previous estimates. This is already having substantial impact on the access to services in the country.**

A 2006 study, initiating the UN-Habitat-coordinated Mekong Region Water and Sanitation Initiative, showed that the water and sanitation coverage of emerging towns was much lower than that of rural areas, partly because of the rural focus of many development partners.

“Previously, most investment was targeted either at urban areas, or rural. The middle, what we call emerging urban, or emerging towns, had been forgotten,” explains Mr. Buahom Sengkhamyong, Project Deputy Team Leader of GoAL WaSH at UNDP in Laos.

The study showed small towns along economic corridors growing on average 4-5 per cent per year, compared to the national

average of 2 per cent. People move into these towns where there has been little or no investment in basic services. The situation demands attention, but emerging towns cannot benefit from urban water and sanitation systems, or rural ones.

“Emerging towns are too big for rural water systems. And in peri-urban areas you expand a network that already exists. In emerging towns – which could be located far from other urban centres – you cannot take advantage of economy of scale, you need a new system,” says Mr. Avi Sarkar, Advisor and Project Leader of GoAL WaSH at UNDP Laos.

Under GoAL WaSH, the team has set up a database with designs of water supply treatment plants of various capacities ready for use in emerging towns.

Gathering more knowledge about emerging towns is key, according to the Laos team. “Our main obstacle is time constraint. Although the government, whom we cooperate with, is very supportive in strategy development, it has been time consuming to engage local government agencies in eight provinces. This type of programme needs a long-term horizon.”

### LIBERIA: Towards Good Water Governance, One Step At a Time

**In Liberia, GoAL WaSH was initially a success story, supporting the elaboration of a highly recognised WASH Compact, signed by the President. Since 2011, GoAL WaSH has firmly supported its implementation, but progress is slow due to lack of political commitment.**

“The challenges for GoAL WaSH in Liberia are enormous. We are a fragile state, emerging from brutal civil conflict. Water utilities were completely destroyed, and the brain drain due to the war has been huge,” says Mr. Momo M. Kamara, National Coordinator of GoAL WaSH at UNDP in Liberia.

He says that promoting governance must go hand in hand with investments in both human resources – educating water and sanitation technicians – and hardware – rehabilitating broken utilities.

The most immediate goal however is to promote the establishment of a Water Supply and Sanitation Commission.

“Today, there is no regulation, no authority for water and sanitation. To ensure access to safe water we need standalone institutions. We need a regulator with little government influence.” Momo M. Kamara points to the many new actors in the Liberian water sector. “The players in the water sector have doubled. They are mainly foreigners. A commission would be able to develop guidelines.”

While lobbying for a water and sanitation authority to be established, the GoAL WaSH programme has worked together with civil society actors in Liberia to raise awareness on water and sanitation among the population. “It rains so much here that there is never a water deficit. Historically there has been no sense among people that water management is needed,” says Mr. Kamara, adding that he can notice the mindset is now changing.



Mr. Momo M. Kamara

VÄRMÖ, STOCKHOLM  
All photos: Peter Tvärberg, SIWI



Mr. Daniela Rivoarizaka Rabeharisoa

### BOSNIA AND HERZEGOVINA: From the Schoolyards to the State – Raising Awareness Bottom-Up

**In Bosnia and Herzegovina, GoAL WaSH has been able to include the water cycle and the rights and duties attached to it to primary and secondary school curricula. During 2013, the project created consensus on the regulatory framework to be established in the country.**

“The war here badly damaged our water supply network. After the war, much funding was used to rebuild the destroyed infrastructure. Very little was spent on teaching people how to manage these systems,” explains Mr. Igor Palandzic who is GoAL WaSH Project Leader in Bosnia and Herzegovina.

He says that a mindset has prevailed where water awareness is low; many see it as a God-given right and do not want to pay for it. To increase awareness about water management, the GoAL WaSH team involved primary school pupils and supported them in developing action plans for their communities, with a focus on sanitation in schools. The concept is being spread throughout the country.

Additionally, the GoAL WaSH team in Bosnia has helped creating an environment for setting up a regulatory framework, expected to become operational in 2014.

### MADAGASCAR: A New Beginning

**In Madagascar, the coup d'état in 2009 changed the role and support of the international community. Since then, GoAL WaSH has supported only technical aspects of the sector, focusing on rolling out water point mapping. It is hoped that with the new constitutional order, the efforts made in mapping can be used in defining priorities and plan broader support.**

During the political turmoil many development partners withdrew all support for Madagascar except emergency assistance and humanitarian help. “GoAL WaSH is one of few programmes that maintained support. We have been preparing the ground for better water governance when constitutional order is back in place,” says Mr. Daniela Rivoarizaka Rabeharisoa of UNDP in Madagascar.

“Our main challenge is that we lack both technical and management capacities at all levels. Furthermore, there is a lack of coordination between the public sector and civil society.”

Although the GoAL WaSH team in Madagascar was hindered from reaching its major objective during the first phase of the programme, that of establishing good governance in the water sector, a water point mapping was carried out, and now, says Daniela Rivoarizaka Rabeharisoa, “we would like to establish a healthy environment that attracts donors, and bring the attention of the government to the water sector.”



## FIRST PHASE ACHIEVEMENTS

# Courage and Determination

Good governance in water and sanitation is a concept that is difficult to pin down, to show concrete evidence of. Nevertheless, it is a base and a prerequisite for a functioning water and sanitation sector, and hence realisation of the human right to safe water and adequate sanitation. Supporting good governance in the water and sanitation sectors is potentially the most effective use of resources in the long term.

Indeed, in just a few years, the GoAL WaSH programme has contributed to some significant changes in many of the countries involved. Mongolia has developed and implemented a road map towards the Millennium Development Goals in water and sanitation and the government is prioritising water and sanitation in its action plan for 2012-2016. In Lao PDR, the GoAL WaSH team has worked with UN-Habitat to put the spotlight on emerging towns. In Tajikistan, GoAL WaSH has helped launch the debate on a more sustainable tariff structure. In Bosnia and Herzegovina, schools have been involved in promoting water and sanitation. In El Salvador, the project helped establish the Interagency Technical Committee, fostering dialogue in the water sector. In Paraguay, GoAL WaSH supported the development of a national sanitation strategy.

The programme has been able to mainstream issues such as human rights-based approaches, integrity and gender in sector policies and agenda for reform. Moreover, GoAL

WaSH has created synergies with other UNDP programmes, such as the Global Programme on Anti-Corruption for Development Effectiveness (PACDE): there will be specific efforts aimed at integrity in the water sector in Liberia and El Salvador.

GoAL WaSH projects in Africa have been slowed down or hampered by political instability. In Mali, 136 local development plans had been revised, but the war forced the project to stop before the plans could be operationalized. Political turmoil in Madagascar blocked anything but technical support. Progress in GoAL WaSH in Liberia is slow due to a lack of government commitment.

“MDG GoAL WaSH works almost exclusively in post-conflict or otherwise fragile states where donor support to the water and sanitation sectors is often low or non-existent and progress on these MDGs is slow. By focusing on creating and strengthening core national capacities in sector governance at this critical juncture, GoAL WaSH helps to position these countries for a more secure post-conflict development pathway. In addition, good governance is crucial to reach the underserved and achieve local ownership and sustainability in services provision. GoAL WaSH represents an important contribution to UNDP’s core mandate of poverty eradication and reduction of inequalities,” says Mr. Andrew Hudson, Head of the UNDP Water and Ocean Governance Programme.



MRAUK-U, MYANMAR  
Photo: Sara Andersson, SIWI

## CONCLUSIONS

# Moving on, with Goals Set High

GoAL WaSH is still at the beginning of its work. From its creation in 2008, it has grown significantly in scope, currently supporting work in 12 countries and planning to include several more.

Evaluations of the programme point to its high relevance and effective use of funds. As a proof of this relevance, the programme has received a considerable number of requests from developing country governments for its services, greatly exceeding available resources. Evaluations of the GoAL WaSH programme have highlighted that “the progress made in a short time under GoAL WaSH suggests that a strong case can be made for significantly scaling up the programme in future years.”

In summary, the GoAL WaSH programme has been very effective and successful in developing policy framework and setting the agenda for reform. However, the implementation of reform, which GoAL WaSH already supports, is a challenging process, and one that will require substantial long-term commitment. Political instabilities are a fact in many of the targeted countries and are likely to continue in the future. However, it is in these post-conflict and off-track countries where most support is needed, and where GoAL WaSH would like to focus even more in the second phase, commencing in 2014.

## GoAL WaSH Coordination Team

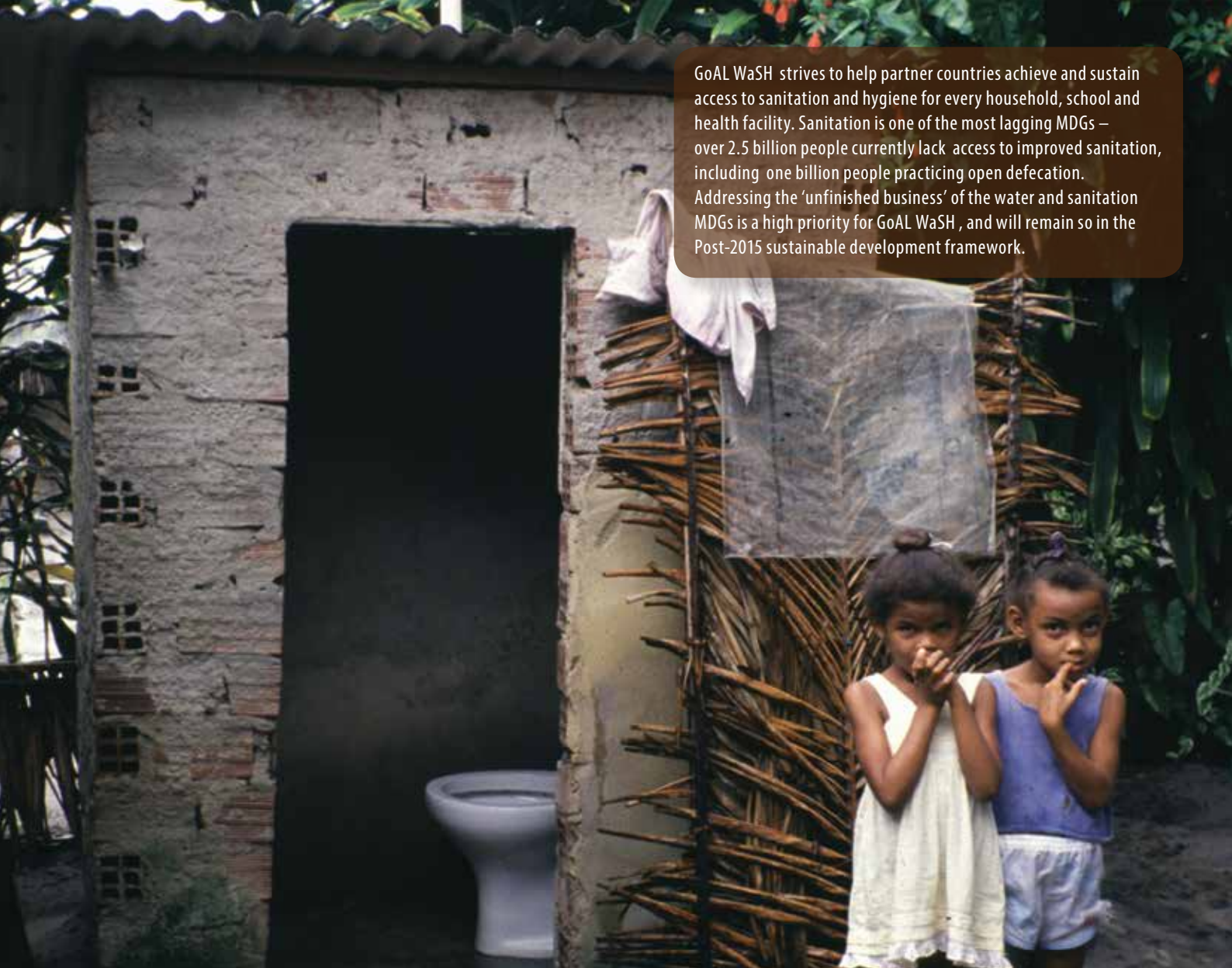
**DR. ALEJANDRO JIMÉNEZ**  
Programme Manager  
alejandro.jimenez@siwi.org

**DR. MARIANNE KJELLÉN**  
Director, WGF  
marianne.kjellen@siwi.org

**MS. LOTTEN HUBENDICK**  
Programme Officer  
lotten.hubendick@siwi.org

**MS. SARA ANDERSSON**  
Programme Officer  
sara.andersson@siwi.org



A photograph showing two young girls standing in front of a toilet. The toilet is a white ceramic fixture set within a structure made of mud-brick walls and a thatched roof. The girls are looking towards the camera. One girl is wearing a white dress and the other is wearing a blue tank top and white shorts. The background shows lush green foliage.

GoAL WaSH strives to help partner countries achieve and sustain access to sanitation and hygiene for every household, school and health facility. Sanitation is one of the most lagging MDGs – over 2.5 billion people currently lack access to improved sanitation, including one billion people practicing open defecation. Addressing the ‘unfinished business’ of the water and sanitation MDGs is a high priority for GoAL WaSH, and will remain so in the Post-2015 sustainable development framework.

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SIWI

Box 101 87 | Stockholm | SE-100 55, Stockholm, Sweden

Visiting Address: Linnégatan 87A

PHONE +46 8 121 360 00 | FAX +46 720 506 001

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