

22. JOINT EVALUATION

MID-TERM EVALUATION OF THE COOPERATION FUND FOR WATER AND SANITATION (FCAS)

SYNTHESIS REPORT



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TABLE OF CONTENTS

| | | |
|--------|-----------|--|
| Pag 1 | 1. | INTRODUCTION |
| Pag 1 | 1.1. | THE EVALUATED OBJECT |
| Pag 3 | 1.2. | OBJECTIVES OF THE EVALUATION |
| Pag 4 | 1.3. | METHODOLOGY |
| Pag 7 | 2. | CONCLUSIONS |
| Pag 7 | | DESIGN AND STRUCTURE OF THE FUND |
| Pag 7 | | ORGANIZATION AND MANAGEMENT SYSTEM |
| Pag 9 | | ECONOMIC RESOURCES |
| Pag 9 | | HUMAN RESOURCES |
| Pag 10 | | COORDINATION |
| Pag 10 | | IMPLEMENTATION OF FUND'S LINES OF ACTION |
| Pag 11 | | SUSTAINABILITY |
| Pag 12 | | CROSS-CUTTING ISSUES |
| Pag 14 | | RESULTS |
| Pag 15 | 3. | RECOMMENDATIONS |
| Pag 15 | | RECOMMENDATIONS ADDRESSED TO AECID |
| Pag 17 | | RECOMMENDATIONS ADDRESSED TO AECID AND IDB |

TABLE OF FIGURES

| | | |
|-------|----------|--|
| Pag 2 | FIGURE 1 | COUNTRIES AND PERCENTAGE OF CO-FINANCING |
| Pag 5 | FIGURE 2 | RATIONALE BEHIND THE FCAS INTERVENTION |

ACRONYMS

| | |
|-----------------|---|
| AECID | Spanish Development Cooperation Aid Agency |
| DFCAS | Department for the Cooperation Fund for Water and Sanitation |
| FCAS | Cooperation Fund for Water and Sanitation |
| FECASALC | Multilateral Cooperation Fund for Water and Sanitation managed by IDB |
| GIRH | Gestión Integrada de Recursos Hídricos |
| ICO | The Official Credit Institute |
| IDB | Inter-American Development Bank |
| ILO | International Labor Organization |
| IWRM | Integrated Water Resources Management |
| ODA | Official Development Assistance |
| ODM | Milenian Development Goals |

I. INTRODUCTION

I.1 THE EVALUATED OBJECT

The **FCAS** (*Fondo de Cooperación para Agua y Saneamiento*) is a financial instrument of the Spanish Cooperation, established under the additional sixty-first provision of Law # 51/2007, dated December 26th, of the General State Budget (Presupuestos Generales del Estado or PGE) for 2008. This instrument was announced to the international community by the (then) President of the Government of Spain, during the XXVII Ibero-American Summit held in November 2007 in Santiago, Chile, and provided \$1.5 billion (1 billion euros) for the following four years.

The strategic objective of the Fund is to contribute **to the application of human right to water and to** accomplish the Millennium Development's Goals (ODMs) of reducing by half, by 2015, the proportion of people that had no access to safe drinking water and basic sanitation services.

The strategic lines of interventions that take place within the framework of the Fund are:

- Strategic Line 1: **Integrated Water Resources Management (IWRM)**
- Strategic Line 2: **access to safe water and sanitation services.**
- Strategic Line 3: **governance and the human right to water and sanitation.**

With regard to the geographical criteria for operations, the FCAS includes the following:

- **Eligible countries:** those considered the III Spanish Cooperation's Master Plan, in Latin America and the Caribbean.
- **Priority countries:** at least 85% of the FCAS will be assigned to countries of "ample" or "focused" partnership.

Figure 1: Countries and percentage of co-financing

| COUNTRIES OF COMPREHENSIVE PARTNERSHIP AND FOCUSED ATTENTION | | MIDDLE-INCOME COUNTRIES |
|--|--|--|
| GROUP 1 (HIPC Countries) | GROUP 2 | GROUP 3 |
| 100% financing | 80% financing | 50% financing |
| Bolivia Honduras Nicaragua Haiti | Colombia ¹ Guatemala Ecuador El Salvador Paraguay Peru Dominican Republic | Argentina Brazil Chile Costa Rica Cuba Mexico, Panama Uruguay, Venezuela |

Source: FCAS website

In all **FCAS** actions, **donations can rise to as much as 50% of the project's cost** in the case of the countries from group 3, **up to 80% in the countries from group 2**, and up to **100% for group 1 countries**. Therefore, **the co-financing of partner countries is a required factor**.

Within these countries, **the priority areas are the rural and peri-urban areas**, where less-covered zones in water and sanitation will be prioritized.

On the other hand the eligible entities are:

- **National, regional or local public administrations** of the recipient countries, as long as they have sufficient institutional capacity.
- **Civil society organizations, cooperatives or other kinds of non-profit associations dedicated to the provision of water and sanitation services**, or to tasks related with the provision these public services.

The institutional organization of the Fund consists of a **Department for the Cooperation Fund for Water and Sanitation (DFCAS) at the Spanish Development Cooperation Aid Agency (AECID)**. In addition to the Department, the Fund has an **Executive Committee**, which is responsible for considering and assessing all funding proposals to the Fund submitted by the DFCAS, and for deciding on their forwarding for approval by the Council of Ministers, through the Minister of Foreign Affairs and Cooperation, and an **Advisory Board** under the Ministry of Foreign Affairs and Cooperation through the Secretariat of the State for International

¹ Colombia, considered a vulnerable country due to the armed conflict-taking place there, is the only "Focused Partnership" (Asociación Focalizada) country in this box. All the others are "Ample Partnership" (Asociación Amplia) ones.

Cooperation, chaired by the Secretary of State for International Cooperation and for Iberoamerica, and consisting of personalities of recognised prestige, Spanish and Ibero America, in the field of water and water resources.

The configuration of the Fund finally includes **the Instituto de Crédito Oficial (ICO)** (*The Official Credit Institute*), which formalizes, on behalf of the Government of Spain, the corresponding financing agreements subscribed with the beneficiaries of the Fund.

Furthermore the Fund has entered into management agreements with various organizations. Among them, is the agreement entered into **since 2014 with Tragsatec** (previously with *P4R and Expansión Exterior*), whose objective is to support the management, follow-up and coordination of the Fund's programs and, secondly, the agreements signed **in 2012 and 2014 with the Centro de Estudios y Experimentación de Obras Públicas (CEDEX)**, the latter for the 2014-2016 period, with the purpose of providing technical assistance to FCAS in programs that require it, especially in the fields of hydrological planning and integrated management of water resources, drinking water supply, sanitation and wastewater treatment and protection against floods.

The Fund is composed of **two portfolios**: a bilateral one, administered directly by the office of the FCAS (bilateral portfolio) and the other, a multilateral one, which is administered through the Inter-American Development Bank (IDB) through FECASALC. In total, the Fund has managed and/or manages, to date, a total of 66 programs/projects, of which 19 are multilateral and 47 are bilateral.

1.2. EVALUATION OBJECTIVES

The **overall objective** is to analyze what factors enhance and hinder the implementation and progress of the programs and to assess the adequacy of the initial design and the management mechanisms for meeting the objectives. The **specific objectives** are:

1. To know if the FCAS and the programs are properly designed to contribute to their general and specific objectives: improving the human right to water and sanitation services for the poorest population of Latin America.
2. To know if the FCAS has suitable management mechanisms to contribute to its objectives. To know the effectiveness and efficiency of the FCAS in its management and implementation of resources based on the analysis of their procedures and institutional mechanisms. In particular, the coordination between the different levels of management and agents of the FCAS will be analyzed, as will the coherence between the multilateral and bilateral programs, and if the FCAS has established mechanisms that incorporate dimensions of the human right to water and sanitation into its management.

1.3. METHODOLOGY

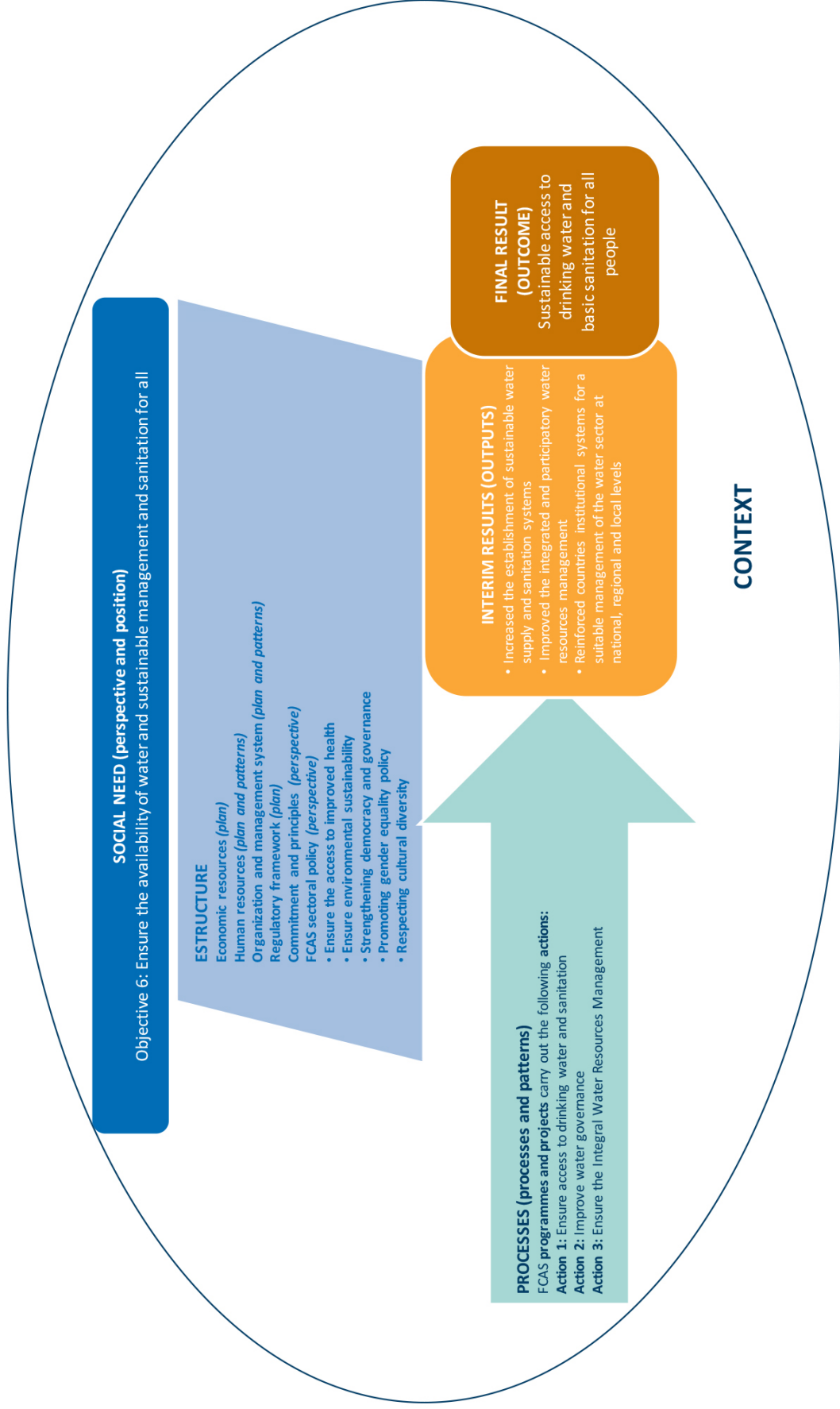
ADOPTED EVALUATION PROPOSAL

The methodological proposal of the evaluation was designed around the combination of three approaches that allowed an appropriate approximation both to the evaluated object - FCAS as a strategic tool of the Spanish Cooperation and, at the same time, as a comprehensive set of programs and projects - such as to respond to the objectives of the evaluation. In short, the approaches that have been adopted are:

- a) **The Evaluation of strategies.** The nature of the FCAS organization led it to develop a visualization of this issue, in which the more strategic aspects were conceptualized, following Mintzberg's four categories of strategy analysis (2007) in terms of perspective, position, patterns and processes. Throughout the evaluation, using the methodology and proposed techniques, information was collected, both at the global level as well as for the programs, in order to assess to what extent (taking into account the intermediary nature of the evaluation and its objectives) the behavior patterns developed so far by the actors at different levels have ascertained that perspective or the position initially raised.
- b) **Evaluation guided by theory.** The evaluation guided by theory starts with the perspective of identifying how the intervention works and what results it seeks to obtain by building a theoretical model of intervention, and it structures the entire process of inquiry starting from that theoretical model. With that model, not only will we assess the achievement of the results of the intervention, but we'll also find out which causal mechanisms have led to this. Given the objectives of the evaluation and its intermediary nature, it was considered that this proposal is the one that best met the objectives. At this point, the different phases have been guided by that logic of intervention and have tried to understand their functioning with a view to the future improvement of the FCAS's functioning.
- c) **Evaluation oriented towards the stakeholders.** With this model of evaluation the object has been to identify the needs of the different actors involved in the intervention. In the evaluation of the FCAS, the questions have been previously provided in the ToR (Terms of Reference document), and responded to a prior consultative process developed by the institution itself. During the first phase of the evaluation, some initial interviews were developed with the purpose of adjusting or prioritizing the information needs of all the actors involved.

In summary, for the purpose of this assessment exercise, a logical model of the Fund was designed from a systemic perspective, where the four categories for the analysis of strategies were used, while incorporating the participation of the main actors of the FCAS (Figure 2).

Figure 2: Rationale behind the FCAS Intervention



Source: In-house development

Techniques used and Main Limitations of the Evaluation

During the development of the evaluation, a broad variety of techniques were used. In addition to the review of a large number of documents of different types and nature, interviews were conducted in Spain with various actors associated with the Fund, and an online survey was conducted to collect information from the main actors of the countries where the FCAS has programs being implemented. Along with this, a "benchmarking" or comparative analysis was carried out regarding other initiatives that were similar to the FCAS, in order to identify good practices that could be applied to the Fund. Finally, the evaluation was enriched with the visit to four countries of Ibero America, selected as case studies.

However, a number of limitations were also identified during the evaluation process. These limitations allude primarily to the techniques used, in particular, to the low rate of response received from the online questionnaire aimed at FCAS counterparts. Finally, the limited evaluability of FCAS should be noted, in particular due to an absence of sufficient information for adequately assessing the results achieved so far, or for addressing some specific evaluation-related issues, in particular, the issue of the crosscutting aspects of the Fund.

2. CONCLUSIONS

Design and structure of the Fund

1. **The creation of the Fund responded to various factors**, including the willingness of the Government of Spain to allocate 0.7% of its GDP as Official Development Assistance), the specific interest in Ibero America related to foreign policy priorities, the fact that the American continent was the location for an already existing and active cooperation structure, and the purpose to be more effective and efficient through geographical and sectoral concentration.
2. The design of the Fund is highly relevant and well aligned with the principles which inspired its creation. These are set in article 4.3 of the Royal Decree 1460/2009 as related to regions, geographical areas and established action priorities. Likewise, it has been developed, according to the Spanish Cooperation Master Plans II, III and IV valid during the FCAS's period. This fund is also aligned with the *AECID Sectorial implementation Plan for water and sanitation and the Country Program Frameworks* signed with each state where the Fund operates. However, it is important to underline that some of them were developed after the Fund's foundation and subsequent approval of many of its programs.
3. **FCAS programs are, in general, aligned with national plans** (where those exist) developed by the competent agencies in the field of water and sanitation of the different countries of the region where the Fund is being implemented.
4. The bilateral section of the Fund (bilateral portfolio) has launched, through the POG Guide, a monitoring results tool, specifically a development results matrix, for the monitoring and managing the results of the different programs. In this matrix, for each expected result, the following elements are associated: performance indicators, associated products and some output indicators, indicating for each one of them their base line, their unit of measure, intermediate and final targets as well as sources of information. The evaluation team values these advances very positively, since it is going to provide a common tool that allows for homogeneity in the assessment of the results of the FCAS interventions allowing aggregation at program, country and Fund levels.

Organization and management systems

5. **The identification, approval and design of a very important number of programs took place at a moment at which the structure of the FCAS (bilateral portfolio), the tools and the program management cycle were not sufficiently consolidated.** The development of tools, such as the ROP and POG guides, or the bilateral portfolio's monitoring systems and their structure, has been in gradual construction over the years.

The decision to involve the Inter-American Development Bank (IDB) in the development of the Fund, starting with the launch of two portfolios within the FCAS, the bilateral one administered by the AECID and the multilateral one managed by the IDB, was made in **part due to the lack of consolidated technical expertise on AECID** side for managing funds with similar characteristics. The decision was also taken in line with the programmatic documents of the Spanish Cooperation, such as the current Master Plan, which promoted multilateralism, as well as the fact that the Bank treasured a wide-range experience in the region in the water and sanitation sector, had a strategic presence in all countries and a proven ability for leveraging additional resources with which to increase the impact of the Fund.

6. **The procedures for the bilateral portfolio of the Fund represent a clear effort to unify and standardize the management and monitoring of the programs.** However, in their current configuration, **they do not appear to be properly adapted to the different national realities** of the countries and to the diverse counterparts' capacities, resulting in a significant administrative burden for the managing structures of the programs.
7. **The Fund tried to develop a tool (matrix of products and results) to promote the consistency of results monitoring and assessment related to the FCAS interventions** at program country and Fund levels. However, in practice there have been some limitations and the Fund does not have a specific results framework yet. Though, major effort is being put into this endeavor in order to the Fund to be able to measure its contribution to the water and sanitation sectors in the Latin American region.
8. **The efforts in economic and human resources that the Spanish Cooperation has made in recent years in the area of water and sanitation can very well continue, assuming a role that's more linked with technical training and institutional strengthening.** Although currently progress is being made in the implementation of knowledge management tools (as documents management at headquarters, tools to integrate gender issues, conducting training and exchanges within the programs, supporting the plan of training of the CODIA, RALCEA, CapNet), many of these tools are, not sufficiently developed up to now and thus do not allow to maximize utilization and to capitalize the knowledge and experiences generated in the framework of the programs.
9. **The Fund has worked effectively to establish networks and partnerships to draw on the extensive knowledge and experience of Spanish institutions in the water area.** In this regard, the establishment of the Advisory Council or the work with CEDEX, CENTA or MAGRAMA are valued positively and are serving to both create synergies and capitalize on experience. However, sometimes the lack of procedures and specific tools that define and guide the collaborative work among these entities, has resulted in an underutilization of the joint work.

- 10. The process of unitary disbursement following the signing of the agreement by the beneficiary, has allowed to guarantee that the bilateral programs (which are multi-annual and which have been frequently subjected to time extensions on their initial planning) were able to continue functioning despite the situation of budgets cuts that the Spanish ODA has experienced.** However, this unitary disbursement may not be the most appropriate one because it is precisely its multi-annual character and the frequent extensions of these projects, coupled with the complexity of their implementation that could lead to modifications or adjustments in the budget, that makes the case for a system of periodic disbursements might be more adapted to reality.
- Finally, the set of tools developed for the design and management of the Fund's bilateral portfolio have resulted in a step forward for the Spanish Cooperation. They constitute one of the first efforts to generate common documents for a multiplicity of programs and for a variety of departments. So this seems to favour a certain level of structuring and uniformity in the mechanisms of management of the programs.

Economic resources

- 11. In general terms, the total resources invested in each program has been sufficient to carry out the planned activities and work plans,** having just identified a few exceptions in specific programs where you can see some budgetary tensions, those having been motivated in part by the fact that the budgets set at the time of the bilateral programs approval were estimated without the support of pre-feasibility studies and updated and detailed designs.
- 12. The annual contributions of the Spanish General State Budget to the FCAS were concentrated over the first three years of the Fund's foundation,** years in which the majority of the programs were approved. Such initial contributions compose almost the entirety of the 790 million Euros invested by the FCAS to date.
- 13. The countries commitment to co-finance part of the programs,** combined with the search of other complementary strategies for leveraging the resources, **are valued very positively** because they allow for more economic investments and contribute to the appropriation and to creating synergies.

Human Resources

- 14. At the time FCAS launch, the Spanish Cooperation did not have the specific experience in the management of budgetary frameworks of similar characteristics in the water and sanitation sector. To address this, AECID, both at its headquarters and in the field, has reinforced its structure over the years by recruiting temporary specialized staff, and hiring** technical assistance. A model that, while useful to address the management of the Fund, does not contribute to the institutional strengthening of AECID's capacities.

15. The number of professionals at the DFCAS has been evolved over time and functions have been adjusted little by little. However, human resources have not been supported by an organizational design that, on the basis of the needs identified in terms of its volume and profile, could have set up a system that responded adequately to the requirements of the Fund. Rather, the staff increases have been due to the emergence of opportunities or movements in staff that did not clearly relate with the explicit demands arising from a sound proposal of organizational structure in which the required professional profiles were clearly stated.

Coordination

16. The coordination within AECID and between AECID headquarters and the field is valued positively and, even if, sometimes, has not been adequately systematized, it is useful to the different actors involved. However, sometimes it has been too focused on administrative and procedural matters, leaving aside other aspects of higher added value such as the provision by the DFCAS of clear strategic guidelines regarding important crosscutting issues or the human rights approach to water and sanitation and Integrated Water Resources Management (IWRM).

17. The coordination between Spanish Cooperation and its counterparts in the field is narrow, systematized and valued as useful, owing to the existence of joint and continuous work dynamics between the Spanish Technical Cooperation Offices and its counterparts.

18. Coordination between IDB and AECID headquarters is structured with established mechanisms for its implementation. However, **coordination in the field between these two organizations should be improved** so that in the cases in which cooperation is not fluid, the desired levels of interaction between the two institutions can be achieved, contributing to reaching full complementarity between the bilateral and the multilateral portfolios.

Implementation of Fund's lines of action

19. The fund's three lines of action (access to water and sanitation, water governance and IWRM) have been incorporated in the general design of the majority of the programs. In the early and intermediate stages, main emphasis has been set in the human and economic resources, and in giving momentum for the implementation to the access to water and sanitation line.

Risks analysis during the design phases of the interventions has not had the degree of depth and quality required and beyond some of general aspects, this question has not been sufficiently addressed. Therefore, the risk management approach has not been translated into improvements in the planning and management of the interventions.



20. In general terms **the technical, managerial and coordination skills levels of the counterparts are limited, both in relation to the number, the profile and experience of human resources.** High turnover of professionals have also limited teams' strength at the time of implementing the programs. These limitations were not clearly defined during the identification and design phases of the bilateral programs and have resulted in delays that may also compromise the sustainability of the interventions.
21. **There are a significant number of programs that have resorted to the establishment of specific units** within the counterparts, weakening their appropriation, the national structures and the sustainability of the interventions.

Sustainability

22. Sustainability has been **adequately and concretely addressed in the majority of the program design documents, this has not been sufficiently taken into consideration during the beginning of implementation, as focus has been put on program executions.** Sustainability has attracted increased attention during the implementation of programs due to the emergence of some risks.

- 23. The socio-economic and institutional side of sustainability in the access to water and sanitation does not seem to be sufficiently addressed during implementation** neither in terms of time nor in the amounts of resources allocated. While measures to raise awareness, train and strengthen communities, Water and Sanitation Committees and, in some cases, the participating municipalities have been carried out, evidence does not show positive results. Nor have measures at the national level been put in place to guarantee and implement the institutional mechanisms to ensure the sustainability, maintenance and quality in the provision of the service.

Cross-cutting issues

- 24.** Despite the fact that the Spanish Cooperation has traditionally included cross-cutting priorities in its strategic and operational documents and that they have been integrated into the Fund's general and specific programs documents, **in practice, and with the exception of some punctual measures, no general proceedings have been set up for the full integration of these approaches.**
- 25.** Despite the fact that the **IWRM approach** is well established in the Fund's principles and objectives, this approach has not been translated to the same extent in the speeches or in the practices of the implementing actors at country level. Secondly, from the Spanish Technical Offices side, efforts to promote **inter-agency structures or the articulation of actors within countries have been limited.** Thirdly, **the full implementation of the IWRM understood as "a process that promotes the coordinated management and development of water, land and related resources, with the purpose of maximizing the resulting social and economic well-being in an equitable way, without compromising the sustainability of the ecosystems" is to this day still very limited.**
- 26.** With regard to the protection of the environment, this crosscutting priority is specifically covered under one the three main lines of actions of the Fund – the IWRM line- **Taking into account the low levels of awareness among many sectors of the population but, also, among the competent national authorities and the increasing pressures posed by climate change, the Fund's response has been limited.** This can be clearly observed, when one notes the limited attention given by Spanish Technical Offices (OTC) to the understanding of the water's management cycle in which the programs are inserted. This has led to the neglect of the main sources from which the water is obtained and a low level of concern on the crucial importance of a proper management of the water basis.
- 27.** As far as gender equality and the empowerment of women is concerned, if we take as a point of reference what is stated in the Dublin Declaration, that states that "women play a central role in the provision, management and protection of water" and despite what is stated in the various documents of the Fund, **the gender approach has not been adequately articulated either at the Fund level or within the programs.** The importance of involving both men and women in the management of water and sanitation has been indisputably recognized. However, not all countries where the FCAS is implemented have trained human resources on the gender approach or proper tools for mainstreaming gender to all the areas, including monitoring systems, in the sector of water and sanitation.

- 28. In the implementation of practices, significant differences have been observed in mainstreaming gender equality and women's empowerment between rural and urban programs.** While a certain amount of activities have been identified in programs implemented in rural areas, this is not the case in urban settings where the most part of these initiatives have been uneven.
- 29. There is ample room for improvement in relation to the promotion of the human right to water and sanitation. Spanish Technical Offices in particular have to be able to promote the right to water and to sanitation not as something desirable but as a compulsory right.** They should move from a strategy based on providing services to one based on building local capacities and putting special emphasis on the most vulnerable people. With this, aid effectiveness would be reinforced. The analysis made cast some doubts on whether the Fund is truly aware of the required steps to make the right to water and sanitation as the framework to legitimize the interventions. This approach entails focusing on processes rather than on objectives and putting more emphasis on participation.
- 30. A few positive steps in relation to the human rights approach to water and sanitation** can be noted, such as the existence of internal training workshops on this topic to address the fact that there still is no specialized staff in this area. Nevertheless, it is considered that the Fund's staff itself is already sufficiently sensitized in related current events.

With regard to cultural diversity, indigenous people and people from Afro-descendant origins, we proceed on the basis that the right to drinking water and to access to sanitation imposes a duty on States to ensure access to "any person, without discrimination." In this sense, it is concluded that AECID has always been aligned with the treatment states, themselves, have given to cultural diversity, without questioning it. So in the case of practices that might violate indigenous rights by that State, no contingency plans have been put into place. It might occur that the principle of alignment could, occasionally, enter into contradiction with the democratic appropriation principle. A thorough reflection from the Fund side is still pending.

Resultados

- 31. The lack of a global results framework does not allow the assessment of progress and results' achievements at the country and Fund levels. This is a strong limitation for the evaluability of the FCAS's results.** Besides, results assessment are also conditioned to the fact that the execution rate to date of the Fund's programs as a whole is less than 50%.
- 32. The level of achievement of results (or the likelihood of being achieved) varies in function of the thematic areas of the Fund.** In this sense, it can be said that the Fund is helping to extend the sustainable access to basic services of water and sanitation (although it cannot be quantified) and to a lesser extent, to reinforce the countries' institutional systems to ensure a proper management of their water sector.

- 33. The results obtained in relation to the IWRM line appear more limited.** However FCAS is moving towards an integrated water resource management approach as the efficiency in the use of water has increased by reducing the losses thanks to the improvement in the water and sanitation infrastructures and improvements in the management of wastewater through sanitation.
- 34. In some countries the Fund has had an impact at the policy level helping to the establishment of public policies in particular, the realization of plans, strategies, regulations and water laws.** The cases of Bolivia, El Salvador, Dominican Republic or Uruguay should be highlighted, where the FCAS has directly supported governments in the elaboration of national plans and strategies related to water and sanitation.

3. RECOMMENDATIONS

RECOMMENDATIONS ADDRESSED TO AECID

Recommendation 1: Strengthen the program identification and design system

Limitations have been detected during the identification and design of programs that have led to implementation delays and the need to revise them, both technically and financially.

Strengthening this process is recommended to provide enough resources for program identification once the identification phase has been approved, to make sure that feasibility studies and the required diagnoses are produced; to ensure use of updated data and that the counterparts have received sufficient support so that their skills is appropriate for the formulation and to ensure visits to the field by the formulation team, as well as the involvement of communities and local actors.

The identification process must also include and foresee the establishment of a specific budget for the program/ project to be implemented. Program approval and funds disbursement should occur after its formulation. Given the challenges of this type of interventions and the long-term approach needed to get results in the institutional strengthening, IWRM approach or in gender equality issues, time frames should be realistic.

Recommendation 2: Ensure the design and implementation of Risk Management Plans

Throughout the evaluation process, it has been found that the programs did not design and update proper risk management plans to identify both potential bottlenecks during implementation and measures to address them.

In this sense, and with the objective of streamlining the management of the programs which have a complex nature, the design and implementation of risk management plans is recommended. In particular, it is important to raise awareness among counterparts, about the importance of these tools, and to provide training and blueprints for their design.

Furthermore, it would be desirable the Fund itself would analyze most common occurred risks during program implementation, as well as the resulting solutions implemented. This would allow the identification of good and bad practices that could be useful for other programs in similar contexts.

Recommendation 3: Adapt, as much as possible, the Fund's system of procedures to the counterparts capacities

One strong point of the Fund is its procedures definition, implementation and monitoring of the programs through management tools use such as the POG, POA and follow-up reports. However, it has been detected that the counterparts are not equipped, in the majority of cases, with the skills required to carry out these tasks, requiring significant support by the Spanish Technical Offices and the Tragsatec's management consultants.

In this sense, the evaluation recommends to encourage in these procedures design and use to make them more user-friendly, operational, and therefore useful for all the actors involved.

It is recommended to implement training and awareness activities addressed to counterparts with the objective of conveying the usefulness of these documents and tools. In the same line, it would be appropriate to conduct a critical analysis of the array of tools to simplify them as much as possible. It will be also critical to ensure adequate processing of the data collected, in such a way that would be useful for management and follow-up.

On the other hand, management and monitoring tools for the collection of information should guarantee, as much as possible, they provide all the relevant information to avoid making specific requests out of the established.

Recommendation 4: Ensure that the DFCAS human resources structure contributes to the strengthening and reinforcement of AECID's capacities

Not enough attention was paid, during the design and early implementation phases, to the establishment of a personnel structure to serve as support to the management of such a large number of programs.

The FCAS team, within AECID, has grown to respond to these needs. However, a significant number of professionals involved in the management of the Fund are not currently reporting hierarchically to AECID, which may result in knowledge and experience losses once their contractual relationship and their work on the programs are completed.

In this sense, a process of change in the medium-term should be initiated onto the institutional, human resources structure, in order to make it more adapted to a fund of this nature. It should be advisable to better develop information on job descriptions, mechanisms of recruitment and composition of each team, all with the purpose of giving a certain vocation of continuity, beyond the contingencies that marked its genesis, so that the Fund's human resources structure not only respond to current needs but eventually to future needs, including skills in the field of IWRM and cross-cutting skills.

Recommendation 5: Strengthen the mechanisms of coordination among FCAS and the Spanish institutions with sectorial experience

This evaluation has valued positively FCAS's aim to create a network of partnerships with experienced Spanish institutions in the area of water and sanitation with the objective of gathering the extensive knowledge accumulated in benefit of the Fund programs and the strengthening of Spanish Cooperation technical capacities in this field. Evidence of this is the establishment of the Advisory Council or the work that has been taking place with institutions such as CENTA, the MAGRAMA, CEDEX or AEAS.

However it is recommended to develop a road map that will strengthen and institutionalize existing relationships, so that their contribution and knowledge can be maximized during the implementation of the Fund and its programs.

For this to happen, it is specifically recommended to design and implement tools such as memorandums and signed agreements (for those institutions already not affiliated) that establish the specific objectives and expected results of the collaboration, the means, the time and the planned activities in order to ensure that the framework, the understanding and the collaborative approach is shared and useful for both parties.

In the case of the Advisory Council, it is also recommended to review its role and its functions, both in terms of design and implementation of the programs and the Fund.

RECOMMENDATIONS ADDRESSED TO AECID AND IDB

Recommendation 6: Advance in the implementation of knowledge management tools

FCAS should strive to consolidate its current knowledge management tools ensuring a better coordination and complementarity between the multilateral and bilateral portfolios.

As a first step, it is recommended to agree on a definition of knowledge management, and from there, to develop its purpose, objectives lines of action and to allocate economic resources and specialized personnel. An activity plan and a detailed schedule or road map linked to the Fund's monitoring and evaluation system should be put in place as soon as possible in close coordination with the IDB, in order to build on the bank's knowledge and experience.

Recommendation 7: Support and stimulate the generation of institutional structures to implement the IWRM approach

An integrated water resources management approach is in a very early stage in most of the programs. Therefore the Fund should opt for supporting the generation of inter-agency structures that contribute to the participation and articulation of the relevant actors in each country. Spanish specialized organizations, such as the MAGRAMA or the CEDEX, have confirmed this need

and have indicated that, beyond certain specific projects such as those developed in El Salvador, the state of progress is limited. Therefore, the Salvadoran Program could be a first reference and could be used as a source of information and experience in the region.



Recommendation 8: Ensure and strengthen the integration of crosscutting principles

Given the commitment that the Spanish Cooperation has always shown with cross-cutting issues and considering the limited evidence of results achieved in the practical application of them in the Fund's programs, it is recommended to put into place initiatives aimed at strengthening its integration.

It is also recommended that programs still in their design phase integrate these approaches explicitly, from the very beginning. For programs that are in their implementation phase, changes should be made to ensure the mainstreaming of crosscutting issues. Specifically, it is recommended to carry out initial assessments and analysis, to include monitoring indicators and, even, to carry out thematic evaluations that allow to assess to what extent and by what mechanisms these approaches have been integrated, as well as the main results achieved.

Also it is recommended the DFCAS, the OTC and the programs should be provided by specialized human resources, tools and methodologies with specific elements for the implementation of the crosscutting principles.

Specific training on gender equality matters should be provided by specialized staff, as well as specific tools adapted to different peri-urban and rural contexts should be developed. Focus should be comprehensive and not centered on activities that only involve women.

Regarding the crosscutting principle of respecting indigenous people and people of African descent rights- which is considered to be especially relevant because of the fact that their rights could be affected both by the facilities and by the measures taken for the supplying of water and sanitation, as for the various development and investment projects that may have an impact on their natural resources and / or territories-, specific consultation and participation procedures should be performed in the framework of the bilateral programs, specifically based on the Convention 169 of the International Labor Organization (ILO) and with the jurisprudence, among others, of the Inter-American System of Human Rights.

As indicated in the conclusions section, the human right approach to water and sanitation services are not being incorporated effectively. To address it, the work of NGOs such as ONGAWA as well as the joint work with the IDB can be taken as a reference.

Recommendation 9: Ensure the implementation of sustainability measures from the beginning of the programs

Ensure the sustainability of interventions is one of the most important challenges facing the FCAS or any other fund of similar characteristics. For this, it is specifically recommended to develop or strengthen strategies addressing sustainability matters. Measures including these strategies should be developed in an integrated form and not isolated, and always linked to a global plan of sustainability developed by the program itself.

The training of those who will be responsible for developing sustainability plans is another key aspect. It is recommended to work with a strategic vision to ensure the strengthening of skills and capacities of the relevant institutions.

Finally, it is recommended that the actions addressing sustainability do not only cover those small communities and areas where interventions have been implemented but also involve both the local/municipal level and the national level, to ensure that institutional mechanisms guarantee the sustainability, maintenance and quality for the services are being put in place.

Recommendation 10: Strengthen the coordination between IDB and AECID in the field

In those cases where is not consolidated, coordination between IDB and AECID in the field should be improved with the focus on creating synergies between the two portfolios, sharing experiences and good practices and ultimately ensuring a correct complementarity between the bilateral and multilateral Fund portfolios.

For this, the implementation of mechanisms and procedures of coordination and communication between the two parties is recommended, what involve: the holding of regular meetings, the establishment of regular mechanisms of mutual reporting and exchange of information, as well as the design and implementation of a common positioning strategy in the different countries.

Recommendation 11: Improve the evaluability of FCAS both at its macro (Fund) and its micro (program) level

The FCAS should implement, as soon as possible, the global monitoring system that is currently being developed for the Fund, with the purpose of: ensuring the measurement of progress towards overall results, ensuring that data is collected on all lines of action, as well as on cross-cutting aspects, and making available to all key actors useful information for their decision-making processes in a timely frequency. Thereby the administrative burden of its management would be more balanced.

In the case of programs, it is recommended to allocate resources to the development of their baselines, to ensure that the counterparts have the capacity to carry out the monitoring of product and result indicators.

The development of materials and the organization of training sessions should also be taken into consideration to ensure that all actors properly use the global and the program reporting system.

Other related documents in:
<http://www.cooperacionespanola.es/en/publications>

